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Wagner, Richard V.; And others

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A STUDY OF SYSTEMIC RESISTANCES TO UTILIZATION OF ITV IN PUBLIC SCHOOL SYSTEMS

Volume II
Case Studies

February 1969

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Richard V. Wagner
William A. Lybrand
Wayne M. Reznick

Development Education and Training Research Institute
The American University
Washington, D.C.

February 1969

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U.S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE

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PREFACE AND ACKNOWLEDGEMENTS

The two case studies in this volume of the final report of Contract No. OEC-1-7-071122-3966 are bound separately only because their length prevented a single volume binding of the entire report. For this reason, care should be taken not to make inferences and judgments about utilization of instructional television (ITV) in public school systems in general from these case studies; they should be read and perused within the context of the contents of Volume I of the report. To help avoid inadvertent misinterpretations, the Summary, Conclusions and Recommendations Section of Volume I are presented as part of the prefatory notes of this section.

The objective of the study reported in the two volumes was to identify ITV utilization problems which have occurred in several school systems and to describe how the personnel in these systems have been, and are, coping with these problems. The intent and aim of capturing these experiences is found in their potential usefulness as guidelines to educational personnel in other school systems who are attempting to improve utilization of existing ITV systems, or who are preparing to adopt ITV in the near future.

Utilization problems were found in the two school systems, as described in the case studies; utilization problems were found in every school system visited by the researchers during the overall study. All personnel involved in both school systems knew there were problems before the case studies were made. It is a tribute to their dedication to education in general, and to their belief in open, objective analysis of problems in particular, that, knowing that problems existed, the administrations allowed the case studies to be made and, in both instances, cooperated unstintingly with candor. The authors are indebted, therefore, for the invaluable contributions made by personnel at all levels in these school systems to this final report; the authors, however, are solely responsible for its contents.

The case study of ITV in the Dade County, Florida, public schools was made by Dr. Jack Lyle, of the University of California at Los Angeles, a study consultant, during the Spring of 1968. Mr. Donald MacCullough, Supervisor for Instructional Radio and Television Production for the Dade County Public Schools, was particularly helpful to Dr. Lyle in arranging interviews and visits, and in generally providing requested information.

The case study of ITV in New Trier Township, Illinois also was made in the Spring of 1968, by Mr. Richard V. Wagner, Assistant Research Scientist at The American University, Washington, D.C. Mr. Robert Pirsein, the Township ITV Coordinator, freely gave of his time and effort to help Mr. Wagner in his data collection efforts.

The special contributions of Mr. MacCullough and Mr. Pirsein are gratefully acknowledged by the authors.

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

SUMMARY

The objective of this study was to identify and describe problems experienced by public school systems in increasing utilization of instructional television (ITV) subsystems. Study effort was focused on systemic resistances: interacting characteristics of the school system's organizational structures and functions, including the ITV subsystem, which prevent or retard increased utilization of ITV. The experiences of school systems in coping with these problems also were examined as a source of information for future strategies of optimizing ITV utilization.

In addition to an intensive literature review and consultation with recognized leaders in public education, educational innovation, and ITV research, site visits were made to nine school systems utilizing ITV. Intensive case studies were made at two of these school systems.

CONCLUSIONS

The principal findings of the study were the following:

1. ITV subsystems are being utilized for direct teaching, supplementary teaching, enrichment teaching, and for administrative communications, in various patterns of use in school systems. No consensus among the school systems, or within any given school system, existed regarding the most desirable pattern of use, pedagogically or economically. However, most school systems felt that ITV

utilization for either enrichment or administrative purposes alone, or for both together, was not justified economically; use in either direct or supplementary teaching, or both, was felt to be necessary for most school systems.

2. An adequate--reliable and accurate--index of classroom utilization has not been developed. In most school systems, utilization was equated with broadcast time; all school systems agreed that this was an inadequate index, at best, which overestimated actual classroom utilization.

3. Even with this inflated index, most school systems reported that their utilization rates needed to be higher for them to consider the ITV subsystem to be efficient. The highest utilization rate reported was 17% of class time , which was in the Hagerstown, Washington County, Maryland, school system. Experience is not yet adequate to define the utilization rates that would be pedagogically or economically desirable for any given type of utilization pattern.

4. ITV classroom utilization, as a process independent of production and transmission, has received an inadequate allocation of resources in school systems. More often than not, classroom utilization aids, adequately compensated teacher-training, equipment maintenance, objective classroom program evaluation, and formal utilization feedback systems were, if existent, insufficiently programmed and supported in the school systems to have had a significant impact on ITV utilization rates.

5. ITV utilization was lower than possible in most school systems because of the lack of a large enough quantity

of high quality software. Most of the in-use programs were of uncertain objective quality because of the lack of formal, continuing, student-performance classroom evaluation procedures. Whatever their objective quality, students and teachers subjectively felt that most existing programs were of poor quality. Undoubtedly, many were using commercial TV as a standard, but this single factor cannot account for the wide-spread impression of generally low ITV program quality in most school systems.

6. Poor program quality was found to be related to several factors. Basically, the "cottage industry" approach to ITV program production, characteristic of many of the school systems visited, in which it is envisioned that most of the ITV programs to be used by the system would be produced within the system, has been a failure to date.

a. Production costs for local program production have been the single largest ITV operating budget line item. Even then, the resources have been inadequate for producing high quality programs because the resources have been spread too thinly over too many programs.

b. The relief from high local production costs that was anticipated through "program-sharing" among school systems has not occurred; program-sharing has run afoul of existing copyright laws. These contain a tangle of restrictions related to use permission and fees. Two key issues are: the residual rights of teachers involved in producing a program; the use permission and fee paid by a school system producing a program, when a proprietary clip is used in the program, not being applicable to the program's use by a "borrowing" school system.

c. Attempts to insure high classroom utilization of locally produced programs through "involvement" of classroom teachers in the production process have been counter-productive in terms of both program quality and teacher acceptance. Most classroom teachers have neither the desire not talent to be so involved; there seems to be little positive transfer from the ability of some teachers to recognize a "good" program to an ability and willingness to produce one. Agreement on program specifications is difficult to achieve among teachers themselves; teacher views frequently clash with professional production views. The inevitable compromises in content and pedagogical technique necessary in such situations frequently results in a program judged by even the teachers who were involved to be of poor quality. The combination of frustration in "involvement" and dissatisfaction with end-product clearly militates against high utilization, particularly when an objective evaluation system, based on student performance, is not available.

7. ITV utilization has been adversely affected in most school systems by logistical problems associated with the centralized nature of ITV subsystem production, transmission and maintenance and the decentralized nature of program utilization.

a. Centralized program transmission for direct and supplementary teaching purposes, particularly in decentralized school systems, has created severe scheduling problems for school principals. The problem becomes more severe as the number and size of the schools in the system becomes larger, and when only a few transmission channels are available; with an equal number of channels, the problem seems more severe at the secondary level than at the elementary level.

b. Few school systems had adequate back-up equipment of any type, most schools had an inadequate number of outlets and receivers, preventive maintenance procedures rarely were in effect, and emergency maintenance services were unable to respond quickly enough to prevent "lost" instruction in the classroom.

8. Most school principlas and classroom teachers did not seem to object to ITV as a medium *per se*, but attributed their reluctance to make greater use of ITV primarily to one or more of the factors identified above: poor program quality; equipment unreliability; scheduling difficulties; lack of coordination of program content with classroom instructional aids and other curriculum materials; lack of adequate "release" time for preparation; the apparent conflict of the pedagogical "lecture" technique of most ITV presentations with general educational trends toward decentralized, individualized, self-paced, modular instruction. However, there seems to be more to their reluctance than these objectively verifiable factors would indicate.

9. ITV, when used in system-wide direct and supplementary teaching, is perceived by many principals and classroom teachers to be an invasion of the autonomy and status which they traditionally associate with their roles in the educational organization. In one way or another, ITV is viewed by many as a threat to their professionalism and/or career. These perceptions tend to be stronger: in school systems where ITV operating costs have been budgeted categorically with instructional salaries; at the secondary level more than at the elementary level; in the richer (comparatively) school systems than in the poorer school systems.

10. Utilization problems do not occur in isolation in school systems; they are all present and interacting in systemic fashion to some extent within each school system utilizing ITV, although a given problem may be more salient in one place than in another. All school systems reported that the problems accompanying the introduction and utilization of ITV have had a salutory effect; ITV has stimulated re-examination of organizational, curricular, and pedagogical policies and procedures, a process which each school system felt has been most beneficial.

RECOMMENDATIONS

The following recommendations were made on the basis of this study.

1. Achieving optimal utilization of ITV subsystems in public school systems should be recognized by all concerned as the development phase in a systems approach involving

research, development and operational phases.

2. Ultimate economic pay-off of ITV should be expected during the operational phase, but not necessarily during the development phase. Development costs should be considered as an investment to be amortized during the subsequent operational phase, either through a reduced unit cost of instruction per pupil without sacrifice of quality, or through increased quality of pupil learning at an equal, or acceptable increment in unit cost.

3. ITV should not be considered a priori as suitable for all school systems, or for all curricular areas at all levels within a given school system. The decision to install and utilize an ITV subsystem should be made only in the context of a searching analysis of the school system's educational goals and alternative educational strategies to achieve these goals, with ITV being considered a component subsystem that can be included in various patterns of use, in any one of several strategies to achieve defined, targeted instructional objectives.

4. School systems should be encouraged to shift their internal allocation of resources priority from ITV program production to ITV program utilization. New cooperative efforts among school systems for program production should be explored and encouraged (see 6 a. below).

5. ITV should be introduced into a school system only after a development phase has been planned and programmed with adequate resources through time, allowing empirical evidence to be collected during development to

"feed-back" into accomplishment of the following tasks:

a. Conducting coordinated in-service training for ITV subsystem staff, classroom teachers, and paraprofessionals, in which a "team" approach to ITV teaching is stressed, with emphasis on freeing the classroom teacher for more, individualized, personal interaction with students.

b. Establishing formal systems of classroom-utilization evaluation, involving both objective student-learning and teacher-instruction criteria, for use in program validation and continuing utilization quality-control.

c. Providing adequate physical reception facilities and equipment, and back-up equipment and procedures for preventative, as well as emergency, maintenance services.

d. Projecting deliberately paced time-schedules for introduction of ITV programs into specific courses, curricular areas, and grade levels commensurate with the development resources available. Across-the-board introduction of ITV should be recognized as short-sighted and counter-productive, economically and pedagogically, in the long-run.

6. The federal government should be a catalyst for increasing ITV utilization by providing fiscal aid for ITV only to those school systems which conduct the system analysis and incorporate the systems approach to utilization recommended above. Beyond that, the federal government can stimulate proper ITV utilization best by focusing its

efforts on improving program quality, distribution technological development, and future manpower training.

a. To improve program quality, consideration should be given to: establishment of regional cooperative program production centers, pooling local talent and resources in organizations structurally independent, but functionally coordinated with, participating school systems; stimulation of the private sector to produce ITV programs, much in the manner of textbooks and other instructional materials; modification of existing copyright laws to facilitate "program-sharing".

b. To ease ITV scheduling difficulties in direct and supplementary teaching, stimulate technological development of lower cost video tape recorders and video tape.

c. To create a cadre of teachers trained to utilize ITV to its potential in the future: support the establishment of ITV curriculum concentrations--from production through utilization--in selected teachers colleges and university and college education schools and departments; support establishment of a general course-offering for all education majors in ITV utilization in all teacher preparation institutions.

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CASE STUDY

ITV IN
DADE COUNTY, FLORIDA, PUBLIC SCHOOLS

BY

JACK LYLE

DADE COUNTY PUBLIC SCHOOLS

Instructional television was introduced in the Dade County, Florida Public Schools in 1957 using a VHF channel to which the School Board held the broadcasting license. Nine schools were involved in the initial program which was begun as part of a multi-city program supported by the Fund for Advancement of Education. In 1967, 78,000 students in 47 schools had received part of their instruction via programs broadcast over the VHF station, and added facilities which now include a UHF station and a 2,500 megaHertz facility. Almost 1,600 receivers have been placed in schools. Capital investment is now reckoned to be in excess of $1.3 million and recurrent costs are stated to be some $700,000 annually. There are almost 160 presentations each week of 87 lessons. The production staff at present totals 38 plus an engineering staff of 19.

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I

INTRODUCTION

THE SCHOOL SYSTEM AND ITS COMMUNITY*

Dade County Public Schools constitute the seventh largest school district in the United States, including 215 schools (plus a junior college) with an enrollment in 1967-68 of 207,000 (average daily attendance). The statewide policy in Florida is for public schools to be organized in county units. Dade County, which includes Miami, has an area of 58,560 square miles and a population (in 1960) of 1,120,000. A large part of the county consists of uninhabitated everglades and 90% of the population is found in the expanded metropolitan Miami complex which spreads along the ocean coast.

Since World War II, the county has had one of the highest rates of population increase in the nation. This situation has created many strains on all public services, particularly the public schools. A further complication has been the influx of tens of thousands of refugees who have arrived since the establishment of the Castro government in Cuba. Today there are over

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*School statistics in this section are derived from Superintendent's 14th Annual Statistical Report School Year 1966-67, Miami: Dade County Public Schools.

20,000 refugee children in the schools and many of these are deficient in English language skills.

The 1960 census reported that Negroes constituted about 14% of the total population, the majority living in segregated areas. Despite its popularity as a resort area for sun-seeking northerners, Dade County is basically a southern community. The School Board has instituted a program of integration for the schools, but this has not been done without creating tensions within the community.

The rapid growth of population has put a heavy financial strain on the school system. The total budget for 1966-67 was over $130 million (not including balances, reserves nor the junior college), 66% going for instructional services, 8.5% for capital improvement funds. Local school taxes provided $66 million. The system received over $10 million under the Federal government's Cuban refugee program plus another $5.5 million in other direct Federal funds. The remainder came through the state.

At the present time the school tax rate is 12.7 mils with property assessed at full market value. However, a new state law restricts all districts to a maximum rate of 10 mils.

Per student average daily attendance costs in this same budget year were $572, compared to $479 for Florida as a whole and $565 nationally.

There are 155 elementary schools, 39 junior high schools, 18 senior high schools and three joint junior/senior highs. In the last 10 years 57 new elementary and 24 new secondary plants have been constructed adding a total of 2,354 classrooms.

Average daily attendance for 1967-68 is 206,800 divided as shown in Table 1. The average annual increase in enrollment over the last five years has been 3.34% and by 1971-72 enrollment is expected to reach 260,000. Approximately 60% of graduating seniors begin college, but this figure varies considerably within the district.

Instructional staff totals 9,592 including 8,438 classroom teachers. A breakdown of these also is shown in Table I. The average teacher salary is $7,454 with a range from $5,300 to $9,540. In 1961-62 the average salary was $5,915. Women outnumber men 2 to 1. In the last school year 1,322 teachers left the system, migration accounting for a third of these. Of the 1,272 new teachers, 11% had a master's degree, 731 had no experience. Over 60% came from Florida.

At the present time there is no appreciable unionization of teachers, but there is a Dade County Classroom Teachers Association with large membership. However, in the winter of this year the local unit joined the Florida CTA in supporting a walk-out over a variety of complaints concerning conditions and salaries in the schools. The walk-out lasted three weeks and left considerable bitterness

Table I

Numbers of Schools, Students and Teachers

	Elementary	Junior High	Senior High	Total
Schools	155	39	18	215*
Students (Average Daily Attendance)	111,900	52,050	42,850	206,800**
Instructional Staff	4,367	1,861	2,097	8,325**

*There are three joint junior/senior high schools not tallied here.

** Includes students and staff in the three joint schools.

between teachers and the board, between the teachers and the public, and within the teacher ranks.

The Dade County Public Schools are governed by a seven-member board elected by the county at large although the majority of seats must be held by candidates from specific geographical sub-divisions. School Board elections are partisan. The Democratic majority of voter registration in the county is such that elected members are traditionally from that party. Voter turnout in school elections runs between 40 and 60%.

Chief administrator for the schools is a County Superintendent appointed by the Board. The county is divided into six districts, each with an appointed superintendent who is under the County Superintendent.

Curriculum and all services are county responsibilities, but the district superintendent and principals have functional control of what goes on in the classrooms. Each school does have an allocation in its budget for purchase of some equipment at the principal's discretion. Some schools also have other sources of funds which are used in this manner.

In recent years the board has obviously been under great pressure due to the explosive growth of enrollment from 128,000 in 1956-57 to the present 203,000. Although the system has sought and received considerable aid from government and foundation sources, it appears that in general the board has taken a somewhat conservative approach to innovation, probably reflecting the prevailing public attitude. At the present time a bond issue in the range of $150 million to $200 million is being prepared for presentation to the electorate.

II

INSTRUCTIONAL TELEVISION IN DADE COUNTY

THE ANTECEDENTS

Although the Dade County Public School system was one of the earliest systems to introduce instructional television into its classrooms, the system entered the television business without any clear intention of using the medium as a teaching tool.

As early as 1951 a group within the community suggested that the schools apply for one of the television frequency allocations set aside for the Miami area. The idea did not create any great enthusiasm among the School Board nor did it receive any public support from the superintendent at the time. It appears that what public opinion did exist on the issue was primarily negative. A "straw vote" was taken in which the majority of the public participating voted against the proposition.

However, the agitation continued, strongly supported by at least one board member and the assistant superintendent, who subsequently was elected superintendent. The board member's support stemmed from her friendship with a member of the Federal Communication Commission who urged her to not let the opportunity for the schools to obtain the allocation slip past. It appears that the continuing support of this board member stemmed, not from any definite commitment to specific programs of educational or instructional television, but simply from her faith in her friend's advice.

Support also came from the one existing television station in the area at the time. This support was probably due to the hope on the part of the station's management that having the allocation go to the schools would reduce future competition locally in television.

In 1955 a license was awarded to the School Board for the channel 2 allocation. The official rationale for the board's taking the license appears to have been to provide facilities for instruction in television technology in the system's vocational school program. The call letter assigned, WTHS, stood for (W) Technical High School.

The school board had been operating a FM radio station for some years, using it to provide programs for the schools, mostly of an enrichment nature.

The operational beginnings of the station were handicapped by the lack of any strong commitment by the Board and the fact that it had sneaked in, so to speak, through the back door. Operations began with equipment largely given or loaned by commercial broadcasters which was used and already on its way to obsolescence. The operational facilities were installed in the 16th floor penthouse of the building housing the system's central administrative offices and much of its vocational and adult educational structures of the building. These areas were only roughly finished and were reached only by stairs, as elevator service terminated at the 15th floor.

The station went on the air with a modest evening schedule of programs of the type generally termed educational. Most of these were obtained from outside sources, particularly the National Educational Radio and Television Center.

Several persons within the community and school system felt that a public program of conversational Spanish instruction should be offered because of Miami's key location as a gateway to Latin America. It was suggested that such a course could be offered via television. This provided the impetus for what became the first instructional television program in the State of Florida, a daily lesson offered during the evening hours. Public response was encouraging. Some 6,000 texts were sold within the first several weeks.

The teacher for the program was a member of the central administrative staff of the school system with no broadcast experience. No formal enrollment or records were kept for the program, but it is estimated that eventually over 50,000 texts were sold in the Miami area as the course continued its rather informal way through the months.

Impetus For Introducing ITV

At this period of the mid-1950's, the system was facing a crisis. Enrollment had exploded beyond the system's capability (or at least its will) to financially provide sufficient classrooms and teachers under the traditional instructional conditions of one teacher to a classroom of 30 or so students. The system literally had no place to put tens of thousands of students nor the instructional staff to handle them.

Coincident with this crisis was an increasing enthusiasm on the part of some educational authorities regarding the potential of television as an instructional medium. They had a vision of television as an instrument for innovative approaches to teaching which would improve the quality of education while helping to relieve the population pressures. This was to be done by restructuring the physical instructional situation into a combination of large and small groups.

This interest and enthusiasm focused itself on a project proposed by the Fund for the Advancement of Education, known as the National Program in the Use of Television in the Public Schools (frequently referred to as the Great Cities Study). With financing from the Ford Foundation, the program proposed to support experimental programs in a number of major metropolitan areas. The thrust of the project was to introduce and test various means of combining television with large group instruction in some courses in what might be termed a modified team teaching concept. The Dade County schools were selected as one of the systems to participate.

The man who had been teaching the evening Spanish course became the Director of Radio and Television, responsible for assembling an instructional staff and mounting the program. This was done without major capital investment, using the production and transmitting facilities already in operation. The teaching staff was recruited from the district's classrooms.

In the 1957-58 school year, the program began on an experimental basis with a total of nine schools participating, three at each level. The basic strategy was to put the schools on three shifts, the first arriving at 7:30 a.m. and being released at 2:30 p.m., and the final shift running from 9:30 to 4:30. During the peak population period, from 9:30 a.m. to 2:30 p.m., there was large group instruction in academic subjects in the auditorium or cafeteria, large group physical education and manipulation of the lunch hours. This greatly expanded the student capactiy of school plants without addition of new classrooms.

Because of the savings in capital investment, the idea drew enthusiastic support of various civic groups such as the Chamber of Commerce. A vigorous information campaign was staged to inform the public and to dispell parental suspicions concerning the impact of the move on the quality of instruction. Television was to be incorporated into the large group areas on the basis of helping to improve the quality of instruction and to ease the burden resting upon the teacher assigned to the large class.

Television instruction was provided in the seventh grade science, eighth grade history, tenth grade English and eleventh grade history. In the fifth and sixth grades television was used in the large class which carried all but the Language Arts and Mathematics instruction.

Performance of the experimental school students was compared with that of students in schools still on the traditional program, and it appeared there was no decrement in learning. In the following school year the program was expanded to include 10 elementary, 12 junior high and 6 senior high schools with a total of over 18,000 students receiving one lesson a day in the large group/television situation. The broadcast schedule ran from 8:10 a.m. to 3:15 p.m. with most programs running 25 minutes and a pause period of 10 minutes between programs. On the basis of the continued comparative testing, the school administration deemed that the instruction being offered in the large group/television program was at least comparable to the traditional teaching situation and expansion of the program proceeded. However, it should be noted that in the summaries of the testing, the actual pattern of results was considerably mixed.

According to the assistant superintendent for instruction, as quoted in a superintendent's report on the program which was part of the continuing public relations program, the quality of teaching was excellent, subject matter well organized, student study habits improving, discipline proving to be a minor problem, and the parents liked the program.

However, the picture was not unclouded. The same report quotes the director of high schools as believing that the grading was too easy in the large group/television sections and that teachers were inclined to spend less time preparing their courses. He cited students complaints that the notebook work was difficult (although students felt this was helping them in other classes) and student frustration over the lack of opportunity to ask questions. Teachers and students complained of the physical facilities and the restriction on student-teacher interaction.

In discussing these early years today, teachers who were involved remember several things across the decade. The invariable first and strongest complaint concerned the large class room setting. These classes met in facilities which were not designed as classrooms. Seating was frequently uncomfortable, writing facilities lacking, acoustical levels such that communication in the classroom was difficult and outside noise interference heightened. Most of the rooms were not air-conditioned nor heated. Students were cold during the short winter period. More distressing were the long hot months during which teacher and students literally sweated through the lessons. The situation was worsened by the necessity to close off what window and door ventilation might be available in order to adequately darken the room so the screen was visible.

From these teachers comments, the view that discipline was not a problem seems an overstatement. Their recollection is that discipline was less of a problem than one would have expected, but they pointed out the difficulty in maintaining student attention in such a situation, the fact that one unruly student or one unexpected event could have a chain reaction which was far more difficult to control than in the small class situation, that the lack of facilities for writing and for storing books and belongings increased the incidents of object dropping, etc. which produced noise which was exaggerated by the surroundings.

They state that the large class situation takes a teacher with particular skills--an ability to organize, to project oneself, to stimulate participation, a bit of "ham"--and this is a combination not always readily available or easily identified. The result was that many teachers appointed to the large groups were inadequate to the task. These teachers were not paid extra, but rather given relief time. Normally they taught the large group and only one or two regular classes. The remainder of their day was to be left for preparation of their presentation to the large group. Not all of the teachers actually put in that effort, however.

Teacher complaints today about those early days seldom mention the television programs themselves, perhaps because of the overwhelming physical difficulties and the newness of television lessons. They tend to remember individual television teachers and criticize them on a global basis so that positive and negative points are attributed to the specific studio teacher rather than being an analytical critique of television as an instructional medium or of specific course series. At the elementary level they recall that the regular class teachers complained about the fact they were now teaching only basic skills. This, the teachers said, took away the "fun" teaching and left them only the drudgery.

Regarding the television instructors, it must be remembered that the people in Dade County were pioneers. There was not much in the way of prior experience in classroom utilization of the medium at the public school level to help them. Television teachers were selected on the basis of auditions and their record and reputation within the system as classroom teachers. They were then told to organize their course in coordination with the appropriate subject matter supervisors as far as content, with the studio production people as far as television technique. The policy from the beginning was that this was a temporary assignment and hence no 'professional' studio teacher staff was created.

The lessons were produced live, back to back, from one small studio (approximately 15 by 20 feet) to which it was almost impossible to bring large props because of the lack of elevator service. In the second year, when the program was expanded to three junior high and four senior high courses plus the elementary series, utilization of a studio used by the vocational training school was arranged. However, this studio was on the 10th floor of the building and the separation caused many difficulties and inconveniences.

In summary, the introduction of television into the Dade County Public Schools was a precipitious move based entirely upon **expediency.** It was brought about primarily by an external stimulus and there is little evidence of a commitment by the School Board. The medium was expected to begin immediately to provide continuing instruction on a considerable scale using existing facilities. These were grossly inadequate. Further there was a minimum of lead time for conceptualization of course content, or for training of production staff and reception teacher, both of whom received heavy responsibilities with only a release time compensation.

It is true that the program was labelled as an experiment in its first few years, but this was little more than a label. On the basis of the "success" of the first year, the program was trebeled in its second year with no modification of procedure, only an expansion of production. The success was stipulated on the basis of the comparative testing between the large group television students and those in other schools. And it should be recalled that at least one administrator suggested that grading standards were lowered in the large group television classes. Despite variation of differences within these results, there is no evidence that insights from these results were used towards rationalizing the selection of courses to receive television/large class presentation or for modifying presentation and reception procedures. There were no provisions for experimenting with alternate forms of production and utilization; there were no provisions for validation of the television programs as individual teaching tools. The "success" of the program was that it did enable the school plants to absorb perhaps a third more students apparently without their end of term average performance being consistently lowered (or raised). This, in effect, was attributable to the large class schedule of which television was only an incidental part.

The fact that television was established and was expanded strictly as part of the parcel of large group instruction laid the foundation for a trap in which the television program would find itself caught in subsequent years.

Expansion Of The Program

In subsequent years, the television operation continued to expand both in terms of content and utilization. This expansion soon reached an apogee, however, due to a combination of the restriction of channel capacity and problems of scheduling. Relief was made possible when the holders of a UHF franchise in the area were forced to suspend operations. The Dade County Public Schools bought the station's transmitting facilities, including the land, building and tower and then began efforts to acquire the channel allocation. The original holder fought this move, but the school system's Director of Radio and Television continued to push the matter. He pointed out to the FCC that the school district had already acquired the transmitting installation and that the holder was unable to show any plans for reactivating broadcasts. In the final stage, the application went uncontested and in the 1962-63 school year school broadcasts began over Channel 17 as well as Channel 2.

Transmission was now effected for both channels by microwave relay to the transmitter installation just over the county line north of Miami at a location which had been established as the "antenna farm" for the Miami-Fort Lauderdale area. Because of possible signal interference in the northern ranges which might result from moving Channel 2 to this location, it was necessary to reduce the tower height from 1,000 to 800 feet. Both antennae are now mounted on this tower. The system provides grade A coverage of all the core metropolitan area and a grade B signal over the bulk of the remainder of the populated area of the county. There are several schools in the fringe area that have difficulty receiving 17.

It should be pointed out that the installation also provides equal coverage to the north into Broward county, covering the Fort Lauderdale metropolitan area.

During this period the production facilities were gradually improved with a policy of buying high quality used equipment. Space was obtained on the second floor of the administration building for conversion into two 35 x 45 foot studios with 25 foot ceilings together with control cabinets, master control, telecine room and video tape room plus a storage area, dressing rooms and a previewing lounge. The conversion was made on a rather improvised basis by the resident engineering staff as time and funds were available. Although it may have saved money at the time, the overall policy generated future problems for the equipment has had to be replaced and as this has gone forward, it has been found that no engineering schematics are extant for the facility, a situation which has complicated the integration of new equipment into the system as well as the repair of existing facilities.

Two videotape recorders were obtained in 1962, making it possible to repeat programs without having to repeat production. This, together with the extra channel, introduced a welcomed increase in scheduling flexibility.

Teaching and clerical staff of the program were also moved from the penthouse, but were on the third floor in crowded quarters. The physical separation from the studios was an inconvenience.

Although the teaching staff grew from 3 to 12, training remained on an informal basis. The teachers were provided with audio-visual support from within the program, including art and photo services. An extramural grant was obtained to mount a program whereby university resource persons were brought in to advise and critique the courses and to help develop an instructional methodology. It appears there was still no objective evaluation of the programs and their teaching effectiveness. Comparison of examination results was discontinued.

The expansion of program content continued to be geared to providing support for large group instruction at the secondary level, with the exception of some in-service programs for teachers. A major revision was effected, however, within the elementary school programs, due to the discontinuance of large group instruction as a result of new classroom construction. The elementary programs continued to concentrate on such subjects as Spanish, science, social studies and kindergarten programs, but their use was now a matter of choice for the individual teachers in regular classrooms.

Several reorganizations occurred during the period. Because of health problems, the director relinquished his duties. The man who had established the station and remained for some years as chief engineer also left due to health reasons. However, of greater significance were changes which occurred as part of an overall reorganization of the school system. Television was now made the responsibility of a Director of Learning Resources who, in turn, was responsible to the Assistant Superintendent for Instruction. Immediately following the reorganization came a period of inter-organizational politics which culminated in a series of personnel changes and further reorganization of the television program structure, a process which is still incomplete.

The evening program of ETV as distinct from ITV is now the specific responsibility of the Community Television Foundation and is supervised by a manager who has no connection with the school television program. The facility and the license are still the sole property of the School Board,and the engineering staff, as well as a direct financial subsidy, are still provided by the Board. The situation has created stresses which will be dealt with in the discussion of present problems.

Another aspect of the system reorganization which, while not connected with the television staff, has direct implications regarding utilization, was the division of the county into six districts. Each is headed by an appointed superintendent to whom direct control of schools is delegated by the County Superintendent.

During this period considerable resistance grew against the policy of large group instruction and, because it had been introduced solely as an adjunct to this type of teaching situation, against television. The man who was Superintendent at the time states that the school administration relaxed its program of public information during this period and he attributes the growth of resistance to this. However, others contend that the complaints and other resistances were a natural growth resulting from disillusionment and dissatisfaction with the program after an initial period of silence during which the students, teachers and parents were "giving it a chance." Indeed, they see the criticism as a reaction to that very campaign which they feel "over sold" the program. This resistance to a great extent has ignored the fact that this specific situation of large group/television instruction is only a part of the larger complex of problems which face the school system. But because this approach was put forth as"the answer" and is such a highly visible target, it has become the focus of a much more general public unrest over the schools. And by some machinations which no one really can pinpoint, televised instruction has now become the whipping boy for the entire complex of problems. The end result is that television has become an issue emotionally interjected into school board campaigns and public deliberations, and a crisis for instructional television in Dade County has developed.

The Present Crisis

The status of instructional television in Dade County as of this time (April, 1968) is uncertain. The program inaugurated in the current academic year, its third transmission channel, a 2,500 megaHertz system.* Yet, in the summer of 1967 the School Board voted 5 to 2 to give the program one year to justify its continuation. Recent interviews with members of the Board indicate that the majority are unconvinced that the program has done so. The new Superintendent has called for the program staff to submit a report to the Board in the near future with a specific review as to the contribution the program is making and can make to the instructional program and also to stipulate what discontinuance of the program or of local producation would mean.

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*The Board has been authorized four 2,500 megaHertz channels, but only one is currently being used. It is hoped to add an additional one each year over the next three years.

In the public debate which accompanied and followed the Board action of last summer, the fruit of television's identification with large group instruction has been reaped. Large group instruction based principally upon the desire to reduce physical plant pressures rather than a consideration of the appropriateness of this type of instruction for certain types of material has become a focus of criticism. But in the heat of the reaction there is a general Board and public rejection of the idea of large group instruction, which will be a handicap as to future attempts to use large group instruction where it actually may be instructionally valid and desirable.

In the same manner, instructional television is now being damned and rejected blanketly, not on the basis of what it could possibly contribute to the learning experience of Dade County students if freed from the restraints which have been imposed since its initiation.

The protagonists back their arguments by citing student, teacher and parent reaction. Yet no one appears to have actually assessed these attitudes (nor considered their relevance) with scientific methodology or sampling. "Students Hate Television" a newspaper headline quotes one anti-ITV board member, without pointing out that this is the individual board member's analysis of informal comments from students he has happened to meet.

On the other hand, the television people have reacted defensively, continuing to cite results of early research which when closely examined could conceivably be used to support both arguments. Objective experimental testing of a few television courses has begun only recently.

There have been many studies made of the program, frequently using outside consultants. But these have generally been subjective operational analyses rather than objective evaluation of the implied aim of the program: to produce student learning.

Included among these have been studies by teacher and parent groups, which appear to be the only formal expressions of attitudes from these general groups. While frequently critical of both ITV and the large group, the reports of the study groups recommended changes rather than rejection.

There has been considerable publicity on the crisis in the area's press since the Board's action, including columns by individual board members. However, the editorial voice of the two larger papers has deemed the Board action as hasty and several columnists have written in general support of the program.

There still is a possibility that the ITV program may be abolished by the Board. Although the program began with no major financial investment nor apparent conviction on the part of the Board, it has through the years accounted for a capital outlay now estimated to exceed $1.3 million and requires a recurrent expenditure of almost half a million dollars for production, transmission and utilization (not including classroom costs). While these are not small budget items, they must be judged against what the program has been asked to accomplish and what it might additionally accomplish.

It is not appropriate here to make a value judgment on the advisability of such a move, for this should be weighed in the context of feasible options open to the Board. The danger in the present situation is that the decision will not be based on any such rational evaluation, but on an emotional response to what has been allowed to become a "heated issue."

III

PRESENT OPERATIONS

ORGANIZATION

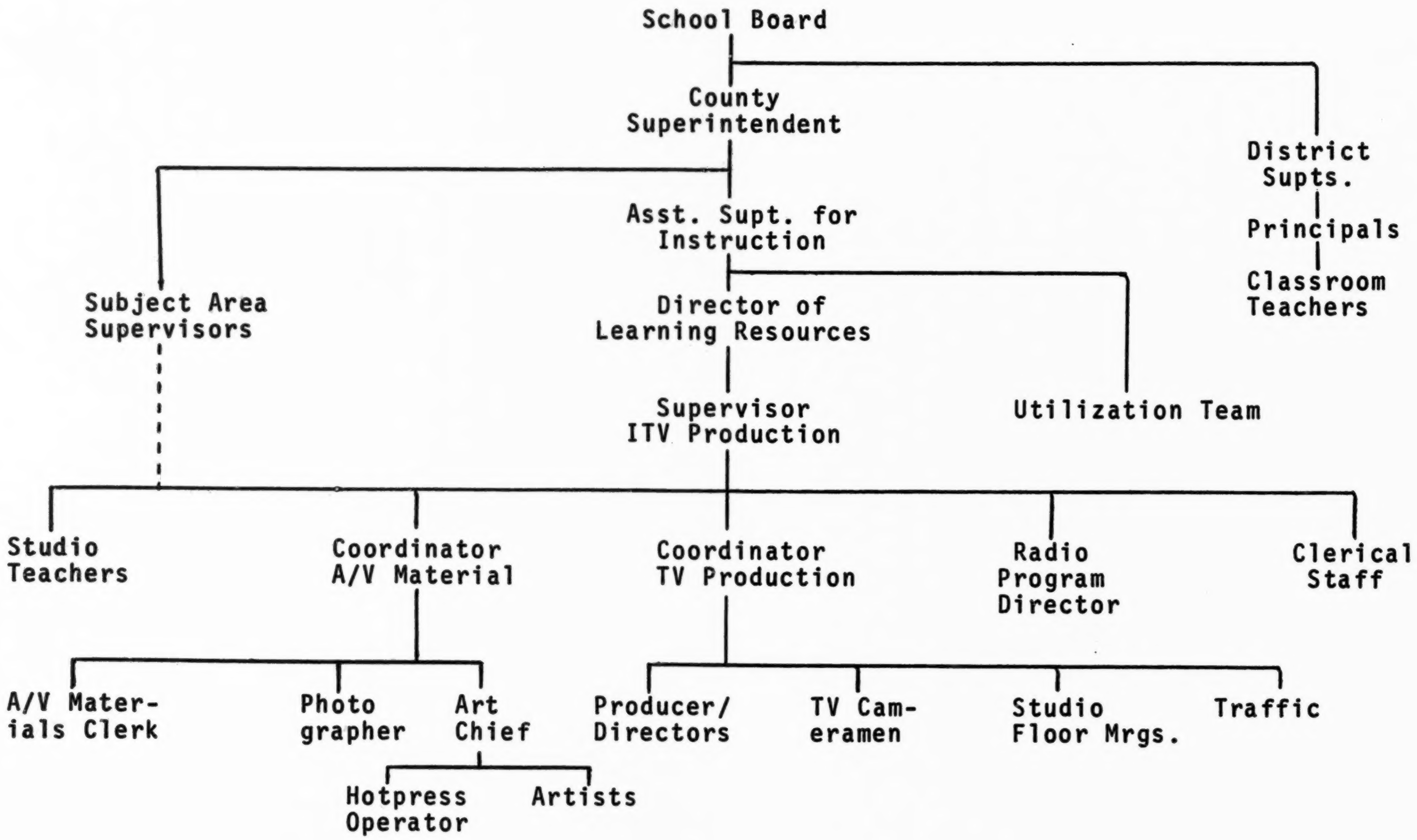
Several points should be noted regarding the organization of the ITV program and its relation to the system (shown in Figure A). The program operates in a limbo; it attempts to support the standard curriculum but it has no power to regulate utilization of its output in the classrooms.

To attempt to provide for the first, an ITV Council was organized several years ago consisting of the Assistant Superintendent for Instruction, the Director of Learning Resources, the Supervisor of ITV Production, the Supervisor of Utilization, and the supervisors of subject matter areas.

It must be understood, however, that the subject matter supervisors are resource persons rather than policy-makers. There is a great deal of decentralization in the system regarding curriculum and syllabus, within the standard requirements set by the state. Decisions on these matters are effected through a system which begins with intra-school councils of department heads, teachers and assistant principals for curriculum. There are then area councils, district councils and finally a county council for a given subject area. The

Figure A

Organization Structure


School Board
County Superintendent
District Supts.
Principals
Classroom Teachers
Asst. Supt. for Instruction
Subject Area Supervisors
Director of Learning Resources
Supervisor ITV Production
Utilization Team
Studio Teachers
Coordinator A/V Material
Coordinator TV Production
Radio Program Director
Clerical Staff
A/V Materials Clerk
Photo grapher
Art Chief
Hotpress Operator
Artists
Producer/ Directors
TV Cameramen
Studio Floor Mrgs.
Traffic

subject matter supervisor serves as consultant to these groups. Functional control resides in the individual school officials although the district and, ultimately, the county administration can assert various control and pressures, particularly through budget and faculty allotments.

But the decision to utilize television is made within the individual school.

The introduction of the large class instructional program was achieved through a policy decision by the county administration regarding distribution of students and faculty allocations. Television was provided as an integral aid to large class instruction and was received by teachers involved as a resource in this situation. But if a school found itself with adequate space and teaching staff, it usually tried to remain with or return to regular class instruction.

Various attempts have been made to involve classroom teachers in the program and to secure their support. Advisory groups of classroom teachers have been created for each subject area to advise on the shape and substance of television course content. Classroom teachers are recruited for summer employment to write the course guides for the following year. Evaluation groups have been set up, using teachers nominated by the classroom teachers, to critique the courses on a continuing basis. These persons are paid a small monthly stipend for this work which the conscientious ones are finding to be burdensome to the extent that many are falling behind in submitting their reports.

Evaluation forms have periodically been sent to all classroom teachers using the program and a general survey of the entire county teaching staff is being proposed to solicit advice and suggestions for ITV programming.

The one firm link between the program and the classroom teacher is the utilization staff, which has not been enlarged since the program began. The total professional staff for utilization is presently two and at various times has been only one person.

Within the ITV production center itself there are problems due to unclear divisions of responsibility. In the past there has been a "station manager" as well as the Supervisor of ITV Production. People hired for this position have usually come to the post assuming that it carried the functions and responsibilities given to a manager of a commercial television station, including control of programming. However, the latter is in fact a function of the Supervisor of ITV Production and tensions have resulted from this. The post of Station Manager is presently empty and it has been proposed to re-write the job title and description as operations manager responsible for the engineering operation. However, if this is done without modifying the present post and responsibilities of Chief Engineer, new tensions will result. There are additional conflicts and tensions which will be discussed in subsequent sections.

Another sensitive point in the total structure is the division of facilities between the ITV program, the Vocational School and the Community Television Foundation.

The ITV program must relinquish the studios in the late afternoon, one to the Vocational School's television classes and the other to the Community Television Foundation which is responsible for the programming of Channel 2 in the evening hours. In terms of the technical equipment, this has not posed too great a problem since the Chief Engineer has supervision over both day and nighttime engineering staff. And the vocational classes have provided a pipeline of technical staff replacements. The Chief Engineer sees the possibilities of problems in the future, however. He feels that competitive pressures may force the evening program to desire introduction of color transmission. At present only the transmitter has color capability and so the question of purchase and ownership of color studio equipment would be raised.

The evening operation imposes other restraints on the system's academic program.

The Vocational School did one series of programs but it was broadcast at 4:30 p.m., a fact which is credited with "killing it." Heads of both the Vocational and Adult Departments have courses they would like to offer via television. However, they cannot get prime time on Channel 2 and feel that there are not enough UHF adapters to make Channel 17 practical. The adult program also has considered utilization of televised units within the evening extension classes. However, because Channel 2 is not available, they would have to use Channel 17 or the 2,500 megaHertz system. But the reception installations for both of these in most schools are geared to large group use and these facilities are inappropriate to the smaller evening classes.

The Vocational Department is using a series of lessons prepared by an instructional television program elsewhere. These are part of a supervisory training program conducted in several factory locations.

At the present time there is a proposal to separate the Community Television Foundation from the School Board. The CTF people would also like to modify the present license to make it a "shared frequency" rather than belonging to the School Board which allows the Foundation to use the evening hours. The main benefit from the standpoint of the schools would be to further remove them from responsibility for the content of the evening programs and any controversy which these generate. However, as long as the schools continue to own the facilities it can be claimed that they are ultimately responsible for all programs whether the CTF Board is appointed by the School Board or not, and whether the franchise is a shared one or not.

Technical Operations

The Radio and Television Program of Dade County Public Schools presently operates the following facilities:

WTHS-TV Channel 2	100 kilowatts	8:40 a.m. to 2:55 p.m. M-F*

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*WTHS has an evening broadcast schedule but this is directed by the Community Television Foundation which is now independent of the Instructional Radio and Television Department, but not of the School Board

WSEC Channel 17	38 kilowatts	7:35 a.m. to 2:15 p.m.
	2,500 mH	8:06 a.m. to 3:14 p.m. M-F
WTHS-FM	8,400 watts	8:25 a.m. to 2:30 p.m. M-F

Channel 2 is used primarily for the elementary programs, Channel 17 for senior high school programs and the 2,500 megaHertz operation, received on Channel 9, for the junior high programs. However, because of reception problems, a few junior high school programs are broadcast over Channel 2 in the early morning hours for videotaping by these schools for delayed use.

Both open broadcast signals are relayed from the studio location to the transmitter tower some 17 miles away. From there they are transmitted in a peanut shaped pattern to maximize coverage over the heavily populated coastal region.

The present 2,500 megaHertz signal is sent directly from the studio location to 36 schools equipped with receiving dishes, and forwarded to three additional schools via a relay station in the southern section of the county some 16 miles from the studios.

This system was scheduled to begin operations in the fall of 1967. However, the installation ran behind schedule and service was not inaugurated until early 1968. This created a total disruption of elementary school service, as will be described under utilization. Since its inauguration many schools have reported continuing problems with reception and the contractor is still providing corrections under the installation contract guarantee. In each of the half dozen junior highs visited, teachers stated they were still plagued with marginal or bad reception.

Production is effected in two professionally equipped studios each with its own fully equipped control room which feed into master control. There are two camera chain inputs from the studios. Four telecines are available but only two of these are of professional quality and one of the others is used for a continuous synchronization clock picture. There are five professional quality videotape tape recorders.

One of the biggest problems in the past was equipment breakdowns. Due to the pressure of the production schedule and staff shortage, regular preventive maintenance was impossible. The policy of buying used equipment made this factor more critical. The gradual replacement of major equipment with new high-quality pieces and the reduced production schedule which makes possible more preventive maintenance have eased this problem somewhat.

Storage of videotapes has become a problem as the program's library has grown to include over 2,200 lessons. The weight of the videotape collection has forced removal of the main storeroom to the ground floor which is inconvenient to the videotape room located on the second floor.

Two other problems with the physical facilities were mentioned. There is no freight elevator and it is impossible to bring in desired props from time to time because of the inability of the existing elevator and stairwells to handle them. Storage space for props and other audio-visual materials is also inadequate.

To operate the facilities, the Chief Engineer has a staff of 18, 10 of whom are engineers. Four of these man the transmitter installation while there are two shifts of three each at the production center. One of these shifts is on duty for the evening, non-school broadcast hours. In addition there are six operators and two audio operators on duty during the day. The Chief Engineer would like at least one more full engineer and states that the present load in the videotape recorder room (manned by one engineer and one operator) is particularly heavy. If the other 2,500 megaHertz channels are initiated, he states he will need at least two more men.

The engineering staff is non-union and the operation is competitive with commercial station salaries for engineers and has been rather successful in recruiting for these posts. Operators have been more difficult to attract and keep.

There are several points of organizational pressure according to the Chief Engineer. For one thing, he feels

The Programs

According to the schedules published for winter 1968, the program's three channels were operating 100 hours and 25 minutes per week* and providing 66 hours and 59 minutes of instruction (including duplication). Table II gives an analytical breakdown of this activity. The schedules themselves are shown as Figures B, C and D. Each year approximately 2,200 lessons are broadcast. Of these over 1,700 have been videotaped in previous years, the remainder are new production or lessons leased from other producers. The quantity of new production is decided strictly on a pragmatic basis. As an effort to provide quality guarantees, a full day is allotted to studio set-up, rehearsal and production of each lesson. Since there are two studios and since the television teachers are available 40 weeks a year for production, the production quota has been set at 400 lessons per year. Fourteen course series are being broadcast completely from the videotape library, and two other complete series are in the library but not in use. Another series will be phased out of production at the end of the present year.

Production is divided between totally new series and partial revision of continuing series, the remainder of which are being broadcast out of the videotape library.

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*This does not include Channel 2's evening programs nor early morning transmission of programs for videotaping within schools.

the lines of organization authority are muddled with no clear boundaries between his duties and those of the "Operational Manager," a post now vacant. This creates confusion regarding the final authority on engineering. He further feels that there should be two supervisory positions under him, one at the transmitter and one in the studio control. As it is, he is directly responsible for the entire staff operation which he feels overloads him with little operational details at the expense of higher level planning and integration of operations.

A major problem with his personnel is that, unlike the studio teachers, they do not have a continuing contract. This has contributed to a morale problem, particularly since the board of education's action last summer threatening to discontinue the ITV program.

Still another organization complaint on the part of the Chief Engineer is the fact that studio cameramen are under the Production Director rather than him. He would like a higher level of competence on the part of the camera men and have them integrated with his staff. His contention is that for most efficient maintenance and repair of cameras, there must be close coordination between his staff and the cameramen and that the latter should be well acquainted with their equipment. As it is, he states, the cameramen are generally recruited from the vocational school television class and as soon as they get some experience they frequently move on to better paying jobs.

Table II

PROGRAM SCHEDULE

Per Week	Channel 2	Channel 17	Channel 9	Total
Courses	21	6	6	33
Instructional Presentations	30	43	62	215
Instructional hours	21:17	22:34	24:48	66:59
Unduplicated Instructional hours	11:10	7:12	15:05	32:27
Hours of operation	31:25	33:20	35:40	100:25

(Not including the experimental mathematics series and preview programs.)

Revised 15 January 1968

Figure B

DADE COUNTY PUBLIC SCHOOLS
INSTRUCTIONAL TELEVISION IN-SCHOOL SCHEDULE
1967-1968
Channel 2 - WTHS

TIME	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
8:40- 9:00	SPANISH II (8:40-8:50) AROUND CORNER (8:50-9:00)	SCIENCE 4	SPANISH II (8:40-8:50	MATH VALIDATION	SPANISH II (8:40-8:50)
9:00- 9:15	TIME FOR SCHOOL I	TIME FOR SCHOOL I	TIME FOR SCHOOL I	TIME FOR SCHOOL I	TIME FOR SCHOOL I
9:15- 9:30	TIME FOR SCHOOL II	TIME FOR SCHOOL II	TIME FOR SCHOOL II	TIME FOR SCHOOL II	TIME FOR SCHOOL II
9:30- 9:50	DRIVER ED. (9:30-9:45)	MATH VALIDATION	DRIVER ED. (9:30-9:45)	IDEAS IN MOTION (R)	DRIVER ED. (9:30-9:45)
10:00-10:20	SPAN. III (10:00-10:10)	SCIENCE 5	SPAN. III (10:00-10:10)	SCIENCE 3	SPAN. III (10:00-10:10)
10:25-10:45	SPAN. IV (10:25-10:37)	SCIENCE 6	SPAN. IV (10:25-10:37)	MATH VALIDATION	SPAN. IV (10:25-10:37)
10:50-11:10	SPAN I (10:50-11:00)	*See note	SPAN. I (10:50-11:00)	*See note	SPAN. I (10:50-11:00)
11:15-11:35	SMALL SMALL WORLD	LIT. & ARTS	MATH VALIDATION	LIT. & ARTS	ROUNDABOUT (11:15-11:30)
11:40-12:00	NOW	IDEAS IN MOTION	*See note	*See note	IDEAS IN MOTION
12:05-12:30	PREVIEW OF TELECASTS	*See note	PREVIEW OF TELECASTS	SCIENCE 3(R) (12:10-12:30)	PREVIEW OF TELECASTS
12:35-12:55	ROUNDABOUT (12:40-12:55)	LIT. & ARTS (R)	NOW (R)	LIT. & ARTS (R)	AROUND CORNER (12:45-12:55) (R)
1:00- 1:15	TIME FOR SCHOOL I(R)	TIME FOR SCHOOL I(R)	TIME FOR SCHOOL I(R)	TIME FOR SCHOOL I(R)	TIME FOR SCHOOL I(R)
1:20- 1:40	SPAN. II(R) (1:20-1:30)	MATH VALIDATION	SPAN. II(R) (1:20-1:30)	SCIENCE 4 (R)	SPAN. II(R) (1:20-1:30)
1:45- 2:05	SPAN.III(R) (1:50-2:00)	*See note	SPAN.III(R) (1:50-2:00)	SCIENCE 5 (R)	SPAN.III(R) (1:50-2:00)
2:10- 2:30	SPAN.IV(R) (2:10-2:22)	*See note	SPAN.IV(R) (2:10-2:22)	SCIENCE 6 (R)	SPAN.IV(R) (2:10-2:22)
2:35- 2:55	IDEAS IN MOTION	LIT. & ARTS (R)	SMALL SMALL WORLD (R)	LIT. & ARTS (R)	NOW (R)

(R) - Repeat

*Time used for rehearsal, editing and duplicating tapes, maintenance.

Figure C

DADE COUNTY PUBLIC SCHOOLS
INSTRUCTIONAL TELEVISION IN-SCHOOL SCHEDULE
1967 - 1968
CHANNEL 9 - 2500 MEGAHERTZ
KTB-84-85

TIME	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
8:06 8:30	***WORLD CULTURAL GEOGRAPHY 9	WORLD CULTURAL GEOGRAPHY 9	WORLD CULTURAL GEOGRAPHY 9	WORLD CULTURAL GEOGRAPHY 9	WORLD CULTURAL GEOGRAPHY 9
8:40 9:04	HISTORY 8 REPEAT	*See Note Below	HISTORY 8	*See Note Below	HISTORY 8
9:20 9:44	**SCIENCE 7	SCIENCE 8	SCIENCE 7	SCIENCE 8	SCIENCE 7
9:53 10:17	***WORLD CULTURAL GEOGRAPHY 9	WORLD CULTURAL GEOGRAPHY 9	WORLD CULTURAL GEOGRAPHY 9	WORLD CULTURAL GEOGRAPHY 9	WORLD CULTURAL GEOGRAPHY 9
10:20 10:44	HISTORY 8 REPEAT	*See Note Below	HISTORY 8	*See Note Below	HISTORY 8
10:50 11:14	SCIENCE 7	SCIENCE 7	SCIENCE 7	SCIENCE 7	SCIENCE 7
11:20 11:44	**SCIENCE 7 REPEAT	SCIENCE 8	SCIENCE 7	SCIENCE 8	SCIENCE 7
11:50 12:14	**SCIENCE 7 REPEAT	SCIENCE 8	SCIENCE 7	SCIENCE 8	SCIENCE 7
12:23 12:47	HISTORY 8 REPEAT	*See Note Below	HISTORY 8	*See Note Below	HISTORY 8
12:50 1:14	SCIENCE 7 REPEAT	SCIENCE 7	SCIENCE 7	SCIENCE 7	SCIENCE 7
1:23 1:47	***WORLD CULTURAL GEOGRAPHY 9 REPEAT	WORLD CULTURAL GEOGRAPHY 9	WORLD CULTURAL GEOGRAPHY 9	WORLD CULTURAL GEOGRAPHY 9	WORLD CULTURAL GEOGRAPHY 9
1:50 2:14	**SCIENCE 7 REPEAT	SCIENCE 8	SCIENCE 7	SCIENCE 8	SCIENCE 7
2:20 2:44	SCIENCE 7 REPEAT	SCIENCE 7	SCIENCE 7	SCIENCE 7	SCIENCE 7
2:50 3:14	HISTORY 8 REPEAT	*See Note Below	HISTORY 8	*See Note Below	HISTORY 8

* Time used for: Rehearsal, editing and duplicating video tapes, kinescoping, maintenance, special problems, and other filming.
** Alternate scheduling for combined large and small group instruction.
*** Three (3) telecasts with one (1) film and Places in the News.

Figure D

DADE COUNTY PUBLIC SCHOOLS
INSTRUCTIONAL TELEVISION IN-SCHOOL SCHEDULE
1967 - 1968
CHANNEL 17 (5)
(WSEC)

TIME	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
7:35 8:02	ENGLISH 11	ENGLISH 11	ENGLISH 11	ENGLISH 11	ENGLISH 11
8:34 9:02	HISTORY 11	HISTORY 11	HISTORY 11	HISTORY 11	HISTORY 11
9:18 9:45	ENGLISH 11	ENGLISH 11	ENGLISH 11	ENGLISH 11	ENGLISH 11
9:50 10:18	HISTORY 11	HISTORY 11	HISTORY 11	*See Note Below	HISTORY 11
10:18 10:45	**ENGLISH 11	HISTORY 11	ENGLISH 11	HISTORY 11	ENGLISH 11
11:00 11:45	BIOLOGY 10	BIOLOGY 10	BIOLOGY 10	ENGLISH 10	ENGLISH 10
11:55 12:40	ENGLISH 10	ENGLISH 10	ENGLISH 10	BIOLOGY 10	BIOLOGY 10
1:20 1:47	ENGLISH 11	ENGLISH 11	ENGLISH 11	ENGLISH 11	ENGLISH 11
1:48	**HISTORY 11	ENGLISH 11	HISTORY 11	ENGLISH 11	HISTORY 11

* Time used for: Rehearsal, editing and duplicating video tapes, kinescoping, maintenance, and special problems.

** Alternate scheduling for combined large and small group instruction.

There is no budget per show; the production team pulls resources as needed from the support staff of the program. No complete cost analysis has been done with the exception of the accelerated mathematics series now in preparation.

Policy regarding the selection of courses to be televised is somewhat free floating. The current procedure is to canvass the classroom teachers and subject area supervisors regarding their needs and desires. These are subsequently discussed within the County ITV Council and the Supervisor of Production works out a final schedule for the Council's approval. Because of the necessity of budgeting and staff recruitment, the schedule for the following academic year must be worked out in April.

In addition to the program during the regular academic year, a summer program is transmitted, primarily for preschool and elementary levels over Channel 2. The other two transmission facilities are not in use during the summer months.

The Studio Teachers

Responsibility for the content of the television lessons is in the hands of the studio teacher, who may work individually or as part of a team of several teachers on a series.

Studio teachers are recruited from the ranks of classroom teachers in the system using an auditing competition procedure. Most have had experience teaching large

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classes with television input. They are brought to the production center with the stipulation that it is not a permanent assignment and should not be expected to lead automatically to administrative posts or advancements. They are given a "special assignment" classification which means some $200 extra per year in salary. They must sign a waiver to residual rights to any programs they prepare in exchange for which they receive a flat fee of $400.

These conditions, while accepted, are troublesome. Most, if not all, of the studio teachers have tenure in the Dade County system so that they are assured of a teaching post when the television program decides it is through with them, but they have no priorities on post selection in this event. Thus they may receive a teaching assignment less desirable than the one they gave up to go to the television center.

Further, with the increasing use of videotaped lessons and with talk of possible exchanges of such lessons with other school systems, some studio teachers are questioning the fairness of the present policy on residual rights.

Each year some studio teachers are phased out and new ones enter. If there are several new teachers, there may be a formal training program, but otherwise all training is informal. The studio teachers themselves feel that they do not receive adequate training.

The studio teacher is provided with a course guide as a takeoff point. This guide, which is also sent to the classroom teachers, has been developed the preceding summer by the specially recruited team of classroom teachers. There is considerable dissatisfaction on the part of the studio teachers with this system. They feel they do not have an adequate say in the guide development and they feel most of the guides are too general and too redundant. The result, they say, is that they are restricted by a guide which gives them very little assistance in compensation. Many studio teachers prepare supplementary summaries or information sheets for each TV lesson providing detailed descriptions of the program content, including audiovisual aids and reference sources used, suggestions for preparation and follow-up including reading lists and problems. Through these they hope to achieve a better communication with the classroom teacher resulting in more effective integration of the television and classroom teaching.

Perhaps because they were large classroom teachers themselves, the studio teachers are firm in their belief that they are participating in what must be a team teaching situation wherein a great responsibility and work load falls on the classroom teacher. They are somewhat bitter on this aspect of their work for they feel isolated from the other members of the team. They are convinced the utilization program is not only understaffed, but receives inadequate support.

They themselves are seldom able to make visits to the classrooms to see the television lessons being used. They feel this is bad from the standpoint of not being able to see student and teacher reaction and they feel it creates a condition under which they tend to forget the physical limitations of the classroom and think too much of the studio environment.

When they do go out to visit a classroom, they frequently return depressed. They feel that many or even most classroom teachers do not know how to use the television lessons properly, and that many don't care. They say that some motivated classroom teachers are given inadequate support by their principals; some teachers have been given the assignment as punishment and hence have negative motivation. The studio teachers are exceedingly sensitive to criticism they hear among classroom teachers, feeling that they, like the public, are confusing television instruction with large group teaching and are making television a "whipping boy." They feel that there should be more internship or training programs to bring classroom and studio teachers together.

Two of the studio teachers also stated that they felt that some classroom teachers at the secondary level resent the television lessons. This, they say, is due to the fact that these teachers are subject specialists and they perceive the television teacher as a competitor who comes before their students with the advantage of better equipment, etc.

In the preparation of the television lessons, the studio teacher must take the guide, develop program ideas, do research and develop resources, write the script and make the studio presentation. Despite the present workload of one lesson per week (compared with as many as four or five in the early days), studio teachers feel that they do not have adequate time to properly prepare their programs, nor do they feel they have enough lead time.

Several of the teachers pointed out that their competence is in the sciences, social studies, etc., rather than creative writing. They feel that they do not have an adequate skill level in script writing. They advocate having a trained script writing staff as a resource available to them. (The proposed budget for 1968-1969 includes two new positions which would be used to alleviate this problem.)

Although the program offices have been moved to the same floor as the studios, the crowded facilities create a noise and general distraction level that interferes with thoughtful work. Several teachers stated that they have given up and do their planning and conceptualization at home. The science teachers further complained that they lack a laboratory facility in which to prepare and test their experiments.

Audio/visuals (a/v) are another problem area. There is a full time a/v Coordinator for the ITV program, whose problems will be dealt with separately below. But the teachers state that by necessity they are forced to be generalists and cannot keep up with more specialized materials appropriate for specific fields. Thus they continue to spend much of their time identifying and seeking a/v aids. Ideally, they would like an a/v specialist for each major subject field.

The teachers complain that many commercial films have been made so general in order to avoid offending any faction and/or to make them "timeless" so as to avoid obsolescence that they are of little value. These teachers would like to be able to make more of their own filmed aids, but shortage of time curtails this type of activity.

Reactions regarding production support varies, probably reflecting individual differences in the existing relationships between studio teachers and assigned producer/directors. One of the teachers who has been in the production center several years thinks there has been a decline in enthusiasm on the part of the producer/directors recently. Several teachers commented that a morale problem among these people was inevitable in the face of the current uncertain future of ITV and the fact that they do not have continuing contracts.

They consider the studio facilities adequate. However, frustration was expressed regarding the frequency of equipment failures which can badly dislocate production plans. An example cited was a lesson which called for equipment which could only be borrowed for a brief period. Because of an equipment failure, this had to be returned and the lesson either totally reconceived or arrangements for re-borrowing made.

The studio teachers also expressed concern at the lack of evaluation of the lessons. The present policy of having teams of classroom teachers as evaluators is not highly thought of by the studio teachers who discount this as personal opinion which may or may not be valid. The Biology teaching team prepared interrogation sheets which were used from time to time. These were actually tests based on program content which are sent to the classroom teachers with the request that they be administered to the students and returned to the studio teachers. They found that to obtain cooperation of the classroom teachers it was essential to provide them with the answers in advance so as not to leave them exposed to the possible embarrassment of being asked for an answer by their students without knowing it. But the results have helped them check their success in getting specific information absorbed by the students. Classroom teachers continue to use these for their own benefit.

Beyond these problems, the studio teachers raised several philosophical questions regarding the present program. One is the question of the validity of the overall approach. Several teachers stated a fear that the program "locked" with a traditional course concept which results in trying to force use of television for presenting content inappropriate for this medium.

There was a general complaint concerning the attitude and support for the program from the county administration. They feel that the ITV program was begun as a financial expediency rather than from any pedagogical conviction. Its success in the past, they say, has been measured by dollars saved rather than evaluation of learning produced, and yet the program has been subjected to a vacillating policy and the provision of financial support which has been barely adequate to allow it to function at a marginal level.

Beyond this, some of the teachers question specific operational procedures presently followed. These include the subject of whether or not it is possible or desirable to teach at an appropriate level for a mass enrollment; whether or not the present lessons were delivering "truth" and thereby discouraging individual thinking.

Finally, the teachers feel that the students inevitably compare their presentations to what they regularly see on commercial TV and expect comparable production quality.

Audio/Visual Resources

The studio teachers have at their disposal a three-man art staff, a staff photographer with his own laboratory, and a coordinator of a/v aids.

The art department is handicapped, in the viewpoint of the chief, by crowded conditions. The three men have 300 square feet available. The art chief also feels the department is understaffed and underpaid.

The operational philosophy is that "art should be a vehicle by which the teachers can help stimulate, and that the teacher is the final authority in deciding on art." The usual procedure is for the artist and teacher to confer on a script as to art needs. Three alternate approaches are roughed out from which the teacher selects one for development.

Complaints of the art chief are that many of the teachers and their producer/directors lack visual education. Further, he feels there should be more discussion and testing of the validity of the art that is used, and better integration of art and photo materials is needed.

Studio set design is also the responsibility of the art department and in the past the art staff had to actually construct them. This is now done by the regular studio crews.

The single staff photographer feels his facility is better equipped than those of many commercial stations, but is still inadequate and he himself incapable of fulfilling all the requests generated by the studio teachers. Last year he shot 90,000 feet of movie film alone to provide both clips to go within lessons as well as some entire shows. Because he does not have double system sound equipment, he must borrow equipment for shooting whole shows.

His laboratory is equipped for film editing. Some producer/directors do their own editing, but others rely on him to do this which consumes more of his time. The usual procedure is for teachers to request film materials 3-5 days in advance. However, there are inevitable conflicts which mean that someone doesn't get the material they would like. He does get some developing and printing assistance from a night duty photographer employed by the Community Television Foundation plus auxiliary personnel as needed for sound-on-film shooting and work outside the studios.

The most pressing problems regarding resources come under the responsibility of the Coordinator of a/v for the ITV program. (Formerly the photo and art departments were part of the audio/visual resources section, but were separated when the former Coordinator became supervisor of ITV production. He is considering reconsolidating one or both of these departments under the a/v Coordinator.)

The a/v Coordinator goes through the guides and tries to anticipate possible needs and desires of the teacher by assembling various a/v resources such as commercial films, props, costumes. He then notifies the teacher of what he has available and the teacher responds with selections and further requests. The program paid $34,000 in performance rights for films last year.

He has a number of problems, but the biggest is the external one of dealing with commercial a/v suppliers. As he states it, he deals with 480 different companies and there are at least 480 different policies. There is lack of price standardization on materials not only between companies, but sometimes within the same company depending on the type of utilization made. Further, there is lack of standardization on policies regarding permission to edit or otherwise use only part of a film, to videotape, to supplement with local narrative, etc. All this makes it exceedingly complicated in explaining to teachers what they can and cannot do with materials and also generates a vast amount of correspondence and record keeping.

The fact that most of the locally produced programs have included such commercial a/v aids and the disparate problems on copyright and use permission have been a stumbling block regarding possibilities of exchanges, sale or even loan of the programs to other systems. This problem will be developed in more detail later.

There are internal restraints complicating his job. Regulations require delivery of items before issuance of purchase payment. But some companies demand payment prior to delivery. This is also a problem for rush purchase of small items sometimes needed by a teacher. The only way out is to pay for the item out of pocket and then seek reimbursement.

The small budget for production properties ($500 for miscellaneous teaching supplies, $250 for science supplies and presently nothing for costumes) means it is necessary to obtain many display items by borrowing. The local community has been very cooperative, but this does necessitate pick up and return and the program has not vehicle or staff assigned to help in this. The a/v Coordinator stated that he drives 400-500 miles a month on such errands.

A final complaint is the lack of a freight elevator to the studio and lack of adequate storage adjacent to the studios. This greatly hampers efficiency of operation and eliminates use of some types of very large displays. He strongly feels studios should be on the ground floor.

Producer/Directors

Production is effected through the Coordinator of Production and his staff of five producer/directors, four cameramen and four studio floor directors. The Coordinator of Production has been on the staff almost from the beginning of operations and has worked his way up from cameraman to his present position.

He confirmed the Chief Engineer's complaint regarding the high rate of turn-over among the studio staff, and is thankful for the vocational classes as a recruitment pipeline. The skill level of these people appeared to be less a problem in his point of view than in that of the Chief Engineer. For producer/directors he stated that his salaries are competitive with commercial stations and he thinks the skill level is satisfactory.

During the early years of the program, technical problems with equipment were so pressing that the producer/directors had little time to function fully in their appropriate role. The result was that the studio teachers by default had to be their own producers. With the recent improvements and replacements together with the reduced production schedule, this situation has markedly improved and he feels that the producer/directors and studio teachers are now able to operate as a team.

However, both he and his staff complained that there is still a communication problem between themselves and the studio teachers, a problem of mis-communication stemming from the lack of a common language. A recurrent theme in the conversation with the producer/directors was the need for "honesty," a theme which appeared in conversations with many of the program staff. But in these people's mind it becomes more specific and focuses on the need for resolving the conflict which now seems to exist between television technical proficiency and teaching proficiency. Implicit in the conversation with the producer/directors seemed to be a growing understanding by some of them that a problem in the past has been that they were trying to produce "good television" without putting it into an instructional context and the studio teachers were concerned with "good teaching" without putting it in a television context. These producer/directors stated that to some extent this perhaps reflected different degrees of sophistication and basic lack of understanding.

The outlook on this problem was optimistic; these same producer/directors feel that the situation is improving.

The improvement, in great part, seems to be due to a workshop recently sponsored by NAPITI in which at least some of the producer/directors caught the vision of instructional television as a specific genre. These producer/directors have reoriented themselves from thinking of a successful production simply in aesthetic terms. They now define success as effectiveness in producing learning which has been specified a priori as the object of the lesson presentation. These producer/directors are now concerned with the lack of scientific evaluation of the programs and controlled experimentation with alternate forms of presentation. They are frustrated by the lack of feedback to them on the reception and utilization of the programs. These producer/directors feel there should be coordinated visits by the studio teacher and themselves to the classrooms.

Considerable criticism was expressed regarding the present policy on evaluation of the programs and lesson revision. It is felt that the present evaluation program is primarily teacher-oriented and the Coordinator of Production expressed doubt as to whether or not classroom teachers were really qualified to do the evaluation on what was, in effect, a subjective manner.

Beyond this, however, it was pointed out that the present policy and production schedule forces delay of revision of a given lesson until its scheduled presentation the following year. Effective revision, it is felt, must be done immediately. The present system, according to the Coordinator of Production, results in some revisions that are done simply for the sake of fulfilling a quota of remakes rather than reflecting genuine need.

IV

UTILIZATION OF ITV

Basic data on student hour utilization of the Dade County ITV program is shown in Table III. It should be emphasized that this does not include several other programs broadcast on a regular basis nor in-service teacher training programs. In the current year 244 teachers had been enrolled in five in-service training programs. There is also some use of the program in Dade County parochial and private schools and in the Broward County schools included in the prime reception area of Channels 2 and 17. No formal records are available on student participation in these schools. However, 110 teacher guides have been sold to parochial schools, 963 to Broward County schools and 492 others to local and national organizations.

As noted in the table, the elementary data are incomplete. On the other hand, it was found during the visit that the utilization data for schools visited was not always correct. Thus the data in Table III should be considered approximate.

The Utilization Program

The link between the production center and the classroom teacher is the utilization section which is currently staffed with two certified teachers, both with experience teaching large group/television classes, assisted by one fulltime and one halftime clerical person.

Table III
Basic Output Data, Spring 1967-68
(Elementary data based on incomplete reports)

Course	Grade level	#TV lessons weekly	#Presentations weekly	Length	Enrollment‡	Total Student Hours weekly (rounded)
Roundabout	K	1	2	:15	1,611	402
Time for School	K	10	15	:15	3,946	9,867
Around the Corner	1,2	1	3	:15	3,993	998
Science	3,4,5,6*	4**	7	:20	20,770	27.699
Spanish	3,4,5,6*	12***	22	:10#	9,931	19,866
Social Studies	3,4,5,6*	4**	4	:20	13,291	17,725
Literature and Art	4,5,6*	6°	6	:20	9,173	18,350
ELEMENTARY TOTAL		(38)	(50)		(62,715)	(94,907)
Science 7	7	5	13	:24	7,037	14,077
Science 7-8	7	2.5@	9	:24	4,266	4,266
Science 7-8	8	2.5@	6	:24	3,129	3,129
History 8	8	3	12	:24	12,581	15,100
World Cultural Geography	9	5	15	:24	8,336	16,672
JUNIOR HIGH TOTAL		(18)	(55)		(35,349)	(53,244)
English 10	10	2	5	:45	5,289	7,933
Biology 10	10	2	5	:45	4,735	7,103
Driver Education	10	3	3	:15	2,507	1,881
English 11 Experimental	11	2.5@	5	:27	1,049	1,180
History 11 Experimental	11	2.5@	5	:27	1,049	1,180
English 11	11	5	10	:28	2,576	6,012
History 11	11	5	10	:27	5,196	11,693
SENIOR HIGH TOTAL		(28)	(43)		(22,401)	(36,982)
GRAND TOTAL		84	157		120,465	185.133

‡Includes duplicate enrollment
*Enrollment not broken down by grade level
**One lesson per grade level
***Three lessons per grade level
#Spanish 6 runs 12 minutes
@Runs on alternate days
°Two lessons per grade level

Functions of the utilization team include not only visiting participating schools, but also the organization of training seminars for classroom teachers, collection of utilization data including enrollment statistics and user attitudes, conceptualization and distribution of teaching aids for the television classroom teachers. To a great extent, the utilization personnel also serve as a public relations/promotion staff for the ITV program, parrying questions and complaints from individual teachers, administrators, etc., as well as trying to encourage expanded utilization of television courses. The staff is inadequate to perform all these functions optimally. Actually, in past years the utilization program has had to function with only one professional staff members.

Reception

ITV programs for the secondary schools are without exception intended for large class utilization with as many as a dozen receivers in use. The general policy is to have a ratio of one receiver per 50 students. The receivers are mounted on stands which may be moved as traffic and alternate room utilization necessitates. Sound is generally distributed through a separate system of speakers, and control of the sets and sound is centralized on the teaching podium. The receivers generally are 21 or 24 inch screen sets.

One of the biggest problems facing the large class utilization, whether using television or not, is the physical setting. For the most part the locale is a traditional auditorium or "cafetorium" situation which was not designed for formal instructional utilization. This presents many handicaps described earlier.

Despite the fact that ITV has been in use in the system for over a decade, and no elementary schools constructed during that period have incorporated provisions for television installation and utilization; only two of the secondary schools built have such provisions. According to one official, such provisions have been present in the early stages of plans for other schools, but have disappeared before construction began without anyone acknowledging responsibility for the deletion.

Elementary school programs are now intended for regular classroom reception and utilization, and in most schools the receivers are dispersed in the individual classrooms with perhaps a set in the library and the "cafetorium" for occasional large group viewing of special programs.

For schools using programs from the UHF channel it has been necessary to install a master antenna for the school. For this and for the schools using the 2,500 megaHertz system there is a problem in that the installation frequently was made only to the large class site thus restricting utilization to that location. This has frustrated desires on the part of some teachers to use televised programs in regular classrooms.

Schools having master antennae report no problems in reception of Channels 2 or 17. Those using the 2,500 megaHertz system, however, have had considerable difficulty with a variety of reception problems which still continue. The system has now been in operation some five months but is obviously still in a "debugging" state. For the most part the problems have not been so severe as to stop reception, but only to lower the quality of picture or sound.

Programming for the elementary schools was totally disrupted for the fall term of 1967-68. Plans for the year included initiation of the 2,500 megaHertz system which was to be reserved for junior high programs while Channel 17 would be reserved for senior high programs, leaving Channel 2 for elementary programming. However, the contractor was unable to have the 2,500 megaHertz system operating on schedule. The junior high programs, because of their relationship to large class instruction, were given priority over the elementary program. Therefore Channel 2 was rescheduled for the junior high program and courses. According to the utilization team, the disappointment and subsequent replanning on the part of classroom elementary teachers is now reflected in a decreased utilization of the television lessons.

At the present time there are 1,579 "official" receivers in the schools, 1,350 of these in elementary and 229 in secondary schools. This is an increase of 523 over 1966-67, most of the increase representing new sets for elementary schools. In the early stages of the program, receivers, stands and antennae were provided by the ITV program and each large classroom was also provided with an overhead projector. Many of the receivers were financed with funds from outside grant sources. However, as of this year, the policy is that new sets and replacement of older sets must be financed by the individual school.

Maintenance of the sets is provided without cost to the individual school by the central maintenance division of the system's Learning Resources Division. An analysis was made of the cost of set maintenance in 1966 at which time there were 1,056 receivers, 208 being five or more years old. Repairs on receivers totalled $16,860. Total maintenance cost, including antenna service, was $25,855 of which $20,714 was for labor, $3,370 for parts and $1,770 for travel.

Manner of Use

Several different plans of utilization are followed in Dade County ITV programs. The elementary programs are basically enrichment to make available films and lesson content of a specialized nature which would probably be unavailable to the average classroom teacher. As such they are woven into the regular instruction, but are not an integral, indispensable factor to the syllabus.

Two methods of large class utilization are employed in the junior high schools. Some series are designed for integration in courses which meet daily in large group situations. The television presentation constitutes about half of the lesson content and the classroom teacher is responsible for coordinating it with material he or she presents during the remainder of the period. Another method of utilization divided all of a grade level into two groups. While one group meets in a large class with television, the other is divided into regular size meetings without television. The two groups alternate between the large and regular class situation. In this case, the regular class teacher is not the same as the large group teacher. (In some schools, special ability groups -- either high or low -- may meet in separate, non-TV sections.)

Both these methods are used in the high schools plus a variation on the alternate day plan in which television carries almost the entire burden of the large class teaching situation, 45 of the 55 minute period.

Ideally the large class is taught by a team of two or more teachers assisted by at least one non-teaching aide who takes care of such routine clerical matters as taking role, grading objective tests, reproducing assignment sheets and helping to prepare visuals and other teaching aids. The teacher is generally relieved of all other classes except perhaps one regular class, the remaining periods to be spent in preparing for the large class presentation.

The actual situation varies considerably from school to school, depending to a large extent on the degree of commitment and enthusiasm the principal and assistant principal for curriculum feel toward the large class/television program. Some large class teachers must teach several regular classes and some have no aide. The situation regarding the aides is generally troublesome.

This position was established as one paying the lowest possible salary and allowing no provisions for advancement.

This has made recruitment difficult, and perhaps a majority of aides are mothers who have an interest in the schools and for whom the job is a secondary source of family income. This appears to make it easier to find aides in middle class neighborhoods than in the poorer and predominantly Negro areas. Retention of aides is difficult because advancement is impossible. Many of the people who have worked for a period of several years and become skillful in working with children and teachers are understandably frustrated by this situation. Frequently they leave to take jobs in other spots within the school system, jobs where they are no longer dealing with children, so that their aide training and talents are wasted. Attempts are now being made to have the situation remedied by opening possibilities for advancement within the teaching aide classification.

The Teachers

At the primary level there is no such thing as a television class teacher. Individual classroom teachers are given the option -- to the extent that the school has sets available -- to use or not use television. The main restraints are the number of sets available to the school and the problem of matching television schedules to their class routine.

Because of the dislocation of the primary program during the fall term of the current year, and because of the higher priority placed by the county administration on the secondary programs, the utilization staff has concentrated their work on secondary teachers at the expense of the elementary teachers.

Television teaching at the secondary level also means large class teaching. Teachers for the large classes are assigned by the school principal and then have the individual choice of whether or not to use television. In the secondary schools without television, it appears there is also no large group instruction. Each principal can establish his own criteria for selecting the large class teachers. If he is convinced of the difficulty of the assignment and is committed to the program, he generally seeks teachers with exceptional abilities to organize, to project and to stimulate study activity. Other principals, however, appear to use the large classes as a dumping ground.

The utilization section organizes training programs during the pre-classroom instruction week at the beginning of the school year. Attendance at this program is not mandatory although the teachers do have release time for attending. Special programs and seminars during the term are also offered but here there is no guarantee of release time.

It is very difficult for the secondary teachers using television programs to separate it from the large class situation in their evaluation. Given the large class as a fact of life, the teachers tend to be grateful for television as an aid in facing this situation. Some pointed out the benefit of the television series to help them structure their entire course. However, this was not an unmixed blessing.

A number of teachers, while generally favorable to television, expressed the feeling that having to take the lessons in an inflexible schedule imposes constraints which sometimes made it impossible for them to develop a particular subject as deeply as they would like or to capitalize on flashes of exceptional student interest. In reaction to this constraint, some teachers stated that they "tune out" of the series for a day or two, skipping the television lessons to provide more time for such development. One of the subject matter supervisors, on the other hand, stated that she felt this constraint is probably a valuable one, since many if not most teachers have particular pet subjects within a course syllabus which they may overstress at the expense of other material if allowed a free hand.

Much criticism was offered by classroom teachers regarding the course guides, paralleling that previously reported from studio teachers and reflecting the lack of production "lead time" in earlier years which made it literally impossible to prepare detailed guides in advance. Once these series were on videotape, the staff was too busy preparing new series to rewrite the guides. This explains complaints of lack of coordination between actual television lesson content and what teachers were led to expect by the guide. Teachers said they had to pay close attention to the television presentation to insure that materials and assignments they prepared were actually coordinated. The fact that the lighter production schedule now permits preparation of more detailed guides for new series and expansion of guides for revised programs in older series is reflected by favorable mention of these from the teachers.

All the secondary teachers interviewed stated that they sometimes skip television lessons and even turn the television off in mid-lesson occasionally if they see that the presentation has lost the children. They feel that if a television lesson is obviously boring, the only honest thing to do is to reject it. Some stated that they try to keep a record from year to year of the good and bad programs so that they can avoid use of the latter in the future.

They echoed the complaint that studio teachers are too far removed form the classroom. They stated that there are occasions when the television lesson asks difficult or impossible tasks of the students or inadvertently triggers a student reaction which creates a discipline problem. An example of the latter was music on one program which, as the teacher stated, was marching music that set off 300 pairs of tapping feet.

At the other extreme, some teachers worry over the passivity of the students during the television presentation -- passivity which they feel is increased by the large class setting. A variety of techniques are used to try to combat this, from simply roaming the room to keep students awake and to encourage note taking, to the interjection of questions and comments during the television presentation.

Classroom teachers are not in agreement as to the extent to which having television in a heterogenous class situation constitutes a problem. Most, perhaps, commented on the difficulty of matching a mass audience input to a variety of skill levels simultaneously, and most seem to feel that it is the brighter student who benefits most from the television information. However, at least two teachers stated that they feel it is beneficial for the low ability students simply because of the attraction of the medium. "They will watch it because it is television when they wouldn't be watching or paying attention to the teacher. And just watching, they will learn something."

These teachers do not see ITV as replacing them, nor as making their classroom role easier. They are using it as another audio-visual aid whose potential quality they admire, but which they feel has to be carefully integrated with their own teaching. And as long as the (perceived) main burden of teaching remains their responsibility (and prerogative), they object to the loss of freedom as is imposed by inflexible scheduling in working this aid into their program.

In general there did not seem to be any widespread dissatisfaction with the degree of contact between themselves and the studio teachers. The difference here between the studio and classroom teachers' satisfactions may be due to the fact that the latter does have final control over the disposition of the television input.

Because the project of which this study is a part has the secondary school as its major focus, the efforts of the Dade County program at the elementary level are not reported in a measure equal to the secondary programs. Further, the study was done at a time in which the elementary program was still in a state of recovery from having its entire fall semester schedule cancelled on short notice. Only two elementary schools were visited and in both of these the results of this dislocation were evident in the inaccuracy of utilization reports. The reports overstated the number of classes actually using television lessons. However, in some cases the classes had been using lessons in the current term until the schools went on a spring timetable under which classes were dismissed earlier.

The principals in both schools visited were quite favorably disposed to television, but each pointed out that the decision to use or not to use was the classroom teacher's prerogative. In each school there were teachers at the same level who chose to use and others who chose not to use television. In the limited number of interviews made, attitudes ranged from non-use due to lack of interest in the subject matter being produced (one teacher had dropped the Spanish course because she felt the children were not really learning from it) to enthusiasm (a teacher in the same school who thought the Spanish program very effective). Unfortunately, the most enthusiastic teachers interviewed were unable to use television. They were members of a team introducing modular instruction at the fifth and sixth grade levels in a flexible arrangement unit just added to the school. Although the school was equipped with sets and a master antenna with leads to some classrooms, provisions were not included in construction of the new unit for television connection and the school was still seeking the means for such a connection.

Despite the increased number of channels which have made possible multiple presentation of lesson series, scheduling remains a problem for some teachers and schools. Sometimes this is a matter of inability of the administration to match facility availability to the schedule of presentation, thus ruling out the use of a desired course series. Other times, it is a problem of the television presentation falling at such an hour that there is no time for follow-up or preparation. Both situations decrease the effectiveness of the program.

Some classroom teachers complained of lack of support from their school administrators. One teacher stated that it is an open policy of the district superintendent to discourage use of television and large class instruction. Such discouragement is implemented by penalizing the teacher with extra duty assignments, denying requests for supplies needed to prepare audio-visual aids, etc. Faculty allotments are manipulated to the advantage of schools without large classes. Another complaint heard more frequently was that the principal had discovered the administrative advantages of handling various types of announcements, material distribution and collection in the large group situation and were taking more and more of the large class time for such matters.

Even in schools where teachers felt they had good support from their principals, there were complaints about the interruptions of intercom announcements which constitute a far more serious interruption than in the non-television situation where lesson presentation can be halted and then resumed. With the television lesson, the students are distracted and lose information which cannot be retrieved. And all the teachers and aides complained of lack of adequate working space.

It is important to note that in every conversation with teachers and school administrators, television per se was not rejected, even by those who refused to use the present programs. ITV as presently constituted sometimes was strongly criticized, not only by those who had rejected it but by those who were using it on a regular basis. This criticism varied, undoubtedly reflecting variable quality of series.

But the view of television embraced by these people is primarily the idea of television as a vehicle to provide expanded audio/visual material to enrich and complement the instruction teachers are providing to their students. Full, direct teaching by the medium was mentioned by only two persons, one at the county administration and one principal of a school not participating in the present program. Both mentioned the potential of the medium to provide eclectic instruction which might otherwise be unavailable, but one was thinking in terms of using the existing transmission system for county-wide availability, the other of intraschool dial access.

Students

The discussion of student reactions to the ITV program is restricted to secondary students. And again, it must be remembered that the ITV at secondary level is used in the large class situation. Students, like teachers, had difficulty in evaluating the medium independently of this physical setting. Invariably the first comment was a complaint about the discomfort of the class situation.

Another standard complaint of students is the inability to stop the presentation to seek clarification. They said it is difficult to remember a question, and even if they do, it is more difficult to deal with it out of context at the end of the program.

In some situations, the teaching staff tries to take care of such questions during the program. Students raise a hand and the teacher deals with them individually. However, this has the disadvantage of being a distraction to neighboring students as well as diverting the student and teacher's attention from the content of the continuing presentation.

Within the large class situation the problem of student-teacher interaction is not restricted to the duration of the ITV presentation. Students complained that in the non-ITV part of the class it is difficult to ask questions or make contributions because of the large number of students and the acoustical difficulty of physical communication if, as is the case in most schools, there is no audio distribution system with input capability from the seating area.

There was no systematic difference apparent between junior and senior high students in the specific comments about ITV, but differences between brighter and slower students were consistant across the age groups.

The A,B and C students are analytically critical of ITV. They are much more likely to find ITV dull than are the slower students, but they are also enthusiastic about some aspects of the medium as an instructional tool. Their criticism was not of television as an instructional medium--no one objected to television itself--but to the manner in which the medium is being used for instruction and of the manner in which the ITV content is coordinated (or not coordinated) with the remainder of course syllabus.

These criticisms were understandably related to specific ITV courses the individual student had taken or was taking, and because of the variation in courses no "average" consensus is possible on such questions as whether or not Dade County ITV is interesting, etc. That the variation of responses did reflect real differences between courses is supported by the consistency of response patterns by students seeing the same course in various schools. From all the comments, however, some generalizations are possible.

The students do not like a "talking face," nor do they like artificial use of audio-visual aids. They can spot inaccuracies in audio-visual materials and they expect the TV teacher to have a high level of competence and expertise. They react sharply to perceived failures of the TV teacher in this regard.

They do not necessarily expect the program to be "professional" in the sense that commercial TV is professional. They do expect ITV instruction to be highly professional instruction. Since it is being sent to them via a mass medium they expect a high level of pedagogical and intellectual skill coupled with utilization of the medium's potential to bring out the potential excitement of subject matter. Unless it does this, why not let the classroom teacher fill the time, they ask. Several students complained that some ITV teachers tried to "dress up" the lessons with the result that they made themselves and the lesson look silly.

The types of audio-visual aids they particularly appreciated were film clips, dramatizations and laboratory experimentations. However, they also complained that some demonstrations were too long, too repetitive and sometimes difficult to see and follow.

They expect the programs to be exceedingly well ordered and when this is the case they state that the ITV lessons become a great help in giving focus to the course. Unit review presentations in some series were mentioned as of particular value in preparing them for examinations. Several students in the middle grade range remarked that the guides and the necessity to take notes has helped them to improve their study habits in all their courses. However, there is a division among the brighter students on the value of note taking. Most seem to feel that it does help them maintain a focus of attention and to stay awake, but there were complaints that the pacing of some programs is ill adapted to note taking; points are presented too quickly with the result that students lose subsequent points because they are still writing.

Among the slower students who reported that they thought ITV was dull, the rejection of television appears to be a rejection of school. School, they feel, is dull and since ITV is a part of school, it is dull.

But there are other slower students (particularly among the Negro students) who do like ITV. They find it a saving factor within the context of school. As one girl put it, "I just love television." The attraction of the medium seems to help them stay awake and perhaps interested in at least this portion of the classroom period. These students almost invariably commented that the rest of the period was dull. This is not to indicate that they did not find parts of the ITV presentation dull--they do--but the magic of the medium seems to hold their attention beyond the point at which they would have "dropped out" of a traditional class presentation. These comments collaborate the observation of the teachers reported earlier.

The general view is that even the 24-28 minute programs are too long, particularly if the presentation does not have exceptionally good organization. One of the most frequently heard remarks in each group was that the final success or failure of the ITV lessons depends upon the classroom teachers with them at the time of viewing.

Among students in classes which alternated between large group ITV lessons one day and small class groups in the same subject the next day, many complaints were heard that the small class and ITV class materials are not coordinated, that the small group teachers do not know what the students have seen on television. This situation produces considerable bitterness among brighter students even at the seventh and eighth grade levels. This bitterness was directed at the small class teachers, not at ITV or the large class teacher using ITV.

V

THE FEUDALIZATION OF ITV

Despite the controversy which has raged concerning ITV both in and out of school in Dade County, conversations with teachers, principals and other administrators did not reveal rejection of television per se. Even in schools in which there was no utilization of ITV, administrators who were highly critical of the ITV program volunteered ways in which they would like to use television.

One of the most frequently mentioned reasons for not using the existing ITV programs was scheduling problems. And problems on schedule also constitute one of the most frequent complaints about the program by those now using it.

The type of use which most teachers and administrators visualize as ideal is to provide enrichment within the regular classroom situation in which the individual teacher can obtain desired materials at his or her wish rather than on a set schedule. Teachers and principals speak wistfully of having this type of flexibility, and the introduction of portable videotape recorders in a few schools in the County appears to be providing a leaven for this type of thinking.

In at least two high schools, including one headed by a principal who is sometimes characterized as being "anti television", action has already been taken to provide television capabilities independent of the county program. In one of these the principal already has acquired one videotape recorder and is planning to purchase two more with funds from a federal grant for an experimental language arts program.

He plans to provide a closed circuit system with inputs to the wing of English classes and hopes to extend it to also encompass the social studies classrooms. Through this system he hopes to be able to provide programming both from the county ITV production center as well as outside materials and in-school production on a flexible schedule basis.

Another principal is having a small improvised dial access closed circuit system installed using school funds for its purchase. His school is experimenting with modular instruction which makes utilization of centrally provided programs difficult or impossible even if he wished to use them.

Other principals interviewed were considering purchase of videotape recorders. Many pointed out the advantages this would provide in facilitating better use of the present productions. All included plans to do off-the-air taping and possible acquisition of outside programs in their thinking. Some went so far as to advocate discontinuing all local production and use the existing transmission facilities strictly as a means of distributing materials obtained from outside sources.

Even some of the "anti-television" board members expressed interest in maintaining the transmission facilities as a distribution system. As one suggested, they could divert the funds presently spent for local production to use for acquisition of "the best programs and films available" and distribute these to the schools for off-the-air use on a schedule basis or perhaps even on a request basis. Even more desirable would be equipping all the schools with videotape recorders so they could build up their own libraries of material.

In these discussions, at all levels from classroom teachers to board membes, two major points should be noted. First, is an implied rejection of much of the present local production and of television as an instructional medium. Second, is the explicit desire to have control of both program selection and scheduling within the school, or even within the classroom. Each of these points raises serious questions and in combination they constitute a desire which may be impossible, at least under the present legal and technological situation.

The Function of School Television

What is the proper utilization of television in the schools? Considerable pressure is seen at all levels outside the ITV section itself to regard the function of school television in Dade County as providing expanded enrichment to the traditional classroom situation. This is a basic shift from the early goal of the television program which was for television to carry part of the instructional burden of specific courses. As will be shown below, the ITV section is attempting to outflank these pressures.

Many factors undoubtedly underlie this situation, including the persistent confounding of the utilization of television in large class teaching with the broader possibilities and potentials of the medium for instruction in other contexts. One major factor appears to be the attempt to accommodate to the ideas of classroom teachers regarding television's proper place in the schools. Another related factor is reaction to frustrations inevitable in an attempt to use a tightly scheduled instructional input in a highly decentralized system wherein it is impossible for the production center to control use of its product.

In reaction to programs attempting direct instruction, most secondary teachers interviewed stated that they felt that in a regular classroom situation they could do as well or better (whether this is actually true or not is another question). But they unanimously stated that television could bring an expanded wealth of audio-visual experiences to their students, including more elegant laboratory demonstrations.

This negative teacher reaction to direct instruction is not necessarily simple ego protection. Many of the programs designed for direct instruction have been dull and possibly ineffective. On the other hand, there have been some which are known to have been effective. A special series for driver education teaches all but the actual driving skills and has been widely accepted. But it should be noted that utilization was supervised by a trained team of special teachers, assuring standardized use and integration.

The ITV section staff and direction reject the role of suppliers of enrichment and feel that the medium's proper use is to provide specific instruction in support of classroom curriculum needs. The critical element becomes identification of the appropriate needs.

At the present time this philosophy is being implemented in at least two series. In a basic science course, the studio teachers identified specific elements within the syllabus for which they constructed lessons. These were evaluated by testing student performance, lesson by lesson, with subsequent program revision based on these results. Currently a mathematics course for accelerated students is being developed using careful planning and testing before general introduction.

It is the stated aim of the Instructional Radio and Television Production Supervisor to direct production effort to short series aimed at specific curriculum problems. Each of these series is to undergo preliminary testing and validation.

Such verification of effectiveness has not been the general rule in the past. It may be that some of the present problems are a result of having neglected this basic question for too many years while continuing to produce programs which were claimed to be doing something they actually were not accomplishing very effectively.

An example of how this trap has worked and is still working is the fact that everyone interviewed admitted that some of the television lessons were too long, particularly the 45-minute series. Yet these programs were continuing because a change would upset the large class schedules and staffing.

Given this situation, one could argue that those who have rejected television as an instructional (rather than an enrichment) medium have done so without it having been given a valid test in most subject areas.

The Value of Local Production

Given the fact that most teachers and administrators in the system are thinking of television as a medium of enrichment, it is not surprising that there is a growing preference for outside, rather than local, programs, particularly commercially prepared films. The local production center can hardly be expected to compete on an equal basis in the preparation of these types of materials.

However, there is also some sentiment for obtaining programs from outside sources even for series which are of a more direct instructional nature. Many teachers appear to feel that there must be better series than the ones produced in Miami. Another sentiment that is expressed is that it is ridiculous for each school system trying to teach, say, Algebra by television to prepare its own series. It would be better, these critics say, for the various systems to form a consortium to divide responsibility, thereby reducing duplication of effort and maximizing the utilization of resources with, hopefully, an increase in quality.

This makes such obvious sense that the teachers and administrators cannot understand why such a policy has not been implemented. The ITV authorities agree with the basic idea, but they must wrestle with the legal practicalities of implementing such an exchange. These factors are exceedingly complex because many such lessons contain excerpts of commercial audio-visual aids which have been cleared for the preparing system but not necessarily for others. The Dade County ITV program has only recently obtained an opinion from the system's legal advisors that it would be permissible to distribute programs they have prepared to other systems on an exchange purchase or rental basis, but with the understanding that the other system would have to obtain any necessary clearances directly from the original sources of excerpts of audio-visual matter included.

The Question of Scheduling

There are very serious legal questions to be resolved regarding other aspects of the distribution and scheduling procedures, but the individual teachers and school administrators are generally unaware of these and how they may frustrate using television as a distribution system. The lack of standardization of policy among commercial distributors mentioned earlier by the audio-visual coordinator for the ITV program becomes an even greater problem in this circumstance.

For example a film distributor whose policy is to sell prints for district possession is obviously going to be upset if a district begins buying only one print which is then transmitted for copying by dozens of schools.

The question of off-the-air recording of programs presented on commercial stations is also a matter which has not been legally resolved. If the individual schools of a district as large as the Dade County system begin doing this, a variety of suits may be threatened.

Beyond these legal questions, there are practical problems which must be faced regarding distribution and scheduling. It is obvious that for a large school system even three channels cannot provide as much flexibility as is desirable so long as a decentralized policy prevails on curriculum and scheduling. And as to the suggestion that the transmission facilities be used to distribute films rather than local production, the Coordinator of ITV states that even with the other three 2,5000 megaHertz channels operating, the facilities would be adequate to accomodate only one-third of the existing film traffic in the Dade County schools.

VI

GENERAL CONCLUSIONS

The ITV program in Dade County Public Schools brings into sharp focus the question of whether or not a mass medium can be expected to provide effectively simultaneous instructional material to units of a system lacking strong central control and coordination.

If a program is imposed upon a system from the top, it must have the firm commitment of those in highest position to have any hope of gaining general acceptance. Without such acceptance it can never operate at maximum effectiveness. The program's organizational structure must be clearly outlined and the relation of that structure to the total system clearly defined.

If television is to be used as an instructional medium, it must be coordinated with the other elements of course instruction. Because of the nature of television as a mass medium and of the rigidity inevitable in open circuit broadcasting, such utilization may require a higher level of standardization than is possible in a decentralized system unless basic changes are made in the system.

Television is not an inexpensive medium. The decision to use television and the manner of that utilization must obviously be made in consideration of priorities of needs and financial abilities of a given system. If economics are a major goal, the televised material must be well integrated within the normal instructional procedures. It is pertinent to compare the productivity, in terms of student hours, of the elementary and secondary programs. The reception utilization is far less inefficient in the secondary program where a total of only 229 receivers produce 90,000 student hours per week against 95,000 student hours produced by the 1,350 receivers in elementary schools.

This, in part, is due to the greater flexibility of scheduling at the secondary level where there are two channels available compared to one at the elementary level. This makes possible more repetitions per course so that the same reception equipment can be used by several classes at different times during the day in schools where there are several classes at a given grade level. The elementary school sets are in individual classrooms where they may be used for as little as 10 minutes of the instructional day.

Another means of raising this type of efficiency, obviously, would be to provide more programs per grade level so that each set is used longer each day, but this requires greater investment in production and transmission equipment and staff.

It should be noted that only one course series, History 8, approaches saturation utilization. Science 7 and 9th grade World Cultural Geography are used by approximately half the students at those grade levels. If the function of an ITV program is to provide instruction, obviously its economic benefits increase as a function of the number of students participating and with increased utilization of each receiver. It is equally apparent that achieving such saturation becomes more difficult as number and size of schools increase and as centralization decreases.

It is conceivable, of course, that it may be more desirable to use the medium not to provide mass instruction but specialized instruction otherwise not possible. However, scheduling of this type of instruction over open circuit television should be still more difficult in a large system.

The present interest in and move toward modular instruction and the emphasis on individual student schedules would seem to be incompatible with the concept of central transmission of tightly scheduled lessons.

Provision of videotape recorders to individual schools could alleviate some of these problems for both types of instruction, but this would entail a capital investment of considerable size in a situation where the system is already hard pressed for funds. Unless there is assurance that such equipment is going to have a high level of use and that this use will make a real instructional impact, such expense would not be warranted.

Use of the television technology for providing audio-visual materials to individual schools would also entail this capital investment in videotape recorders for ideal operation. Yet there are questions as to the adequacy of the system's capacity for this purpose, given the present state of technology. In addition, many teachers point out that television projection results in a loss of the large screen advantages of film projection and, at least with the present receivers, of color. Finally, there are the many legal technicalities which must still be settled for this type of operation.

Without assigning any value judgment on the present ITV operation in Dade County, a number of critical points can be identified in the program's development and general recommendations made.

Experimentation is necessary prior to widescale adoption of any innovation. However, it should be experimentation which includes careful controls and which does not attempt too much in one phase. Such deliberate procedures are always difficult in the face of tremendous pressures facing most school districts, but to avoid them only makes more problems for the future.

Success with the medium or with one set of techniques in one subject does not guarantee equal success in another subject or at another grade level. The multiplication produced by television makes it imperative that it be used with great care. This includes careful planning of content and objectives and subsequent testing to verify effectiveness.

Dade County began "experimentally," but in retrospect it appears this experimentation began with more input than could be properly tested. The evaluation was done on an averaging of results whereby significant opportunities to improve the programs were lost. If the approach now being followed with the accelerated math series had been used all along, the program would have had a slower start but would have provided better educational results. It is possible this would have obviated some of the major policy problems now facing the program.

If television is to be used, it should be used in a manner which will maximize the application of its unique capabilities to the instructional situation. Instructional television is a specific genre and it cannot be assumed that traditional and accepted techniques of either television production or of classroom teaching are the appropriate techniques. The greater cross professionalization which can be engendered among the technical and teaching staffs, the more effectively the team can move to develop proper ITV procedures. The debate over whether television lessons should be presented by teachers or actors could be avoided by providing carefully selected studio teachers with more training. Ignoring possible administrative complications, it seems desirable to create a continuing cadre of experienced studio teachers, provided that experience has been good and based on sound training.

If high quality programming is to be expected, the television operation must be provided with adequate facilities. To launch a program with improvised facilities is a short sighted economy which will not only generate higher future costs, but may also create bad operational procedures which will become set and continue to plague the program. Beginning a program with low quality presentations dissipates whatever initial goodwill may exist. Further, it establishes bad work habits and a feeling of inferiority or insecurity among the staff. Therefore it is highly advisable to house the program in professional quality facilities which have been planned and constructed with professional advice.

While local production of courses provides advantages for certain types of specific subject matter, it seems unrealistic to expect a program to produce all its own course series. For many subject areas, series prepared elsewhere, either by commercial firms or by other school programs, might be adaptable to the local syllabus and actually have higher production quality. Use of such materials could reduce production pressures on the local program. The result could be a higher quality level of what series are then locally produced and these, in turn, might be marketable to help reduce the burden of using outside materials. Relief is obviously needed from the present tangle of restrictions on performance and residual rights that curtail this type of cooperative arrangement.

An essential part of the planning for using any instructional medium is insuring a proper reception environment. This includes provision for both the physical setting and proper direction. The most frequent and bitter complaints in Dade County are not actually against television but against the unreasonable environment in which it is most frequently used.

Of the many handicaps under which the Dade County program has been forced to operate, the most crucial perhaps has been its inability to supervise and control what happens at the reception point. The best program in the world is wasted if it is not properly received and utilized.

In teaching, the final criterion of success is the production of desired student performance, and objective evaluation of a course series should never be discontinued.

Unless the ITV content is designed for autonomous use by students, it must be team teaching with the classroom teacher. For there to be a true team, the classroom teacher must not only accept the role of a team member, but also must be given preparation and guidance to understand and perform this role. The classroom teacher must also be provided with a means to regularly give other members of the team the benefits of her observations and insights from the actual classroom behavior. This should not be a procedure which is burdensome, but the opportunity for such expression is indispensable.

Again in teaching the final criterion of success is the production of desired student performance. Preliminary validation of a course series is vital but not sufficient. Evaluation of a course series should be an on-going thing. Students, classroom teachers, conditions change and such changes can modify the results. While evaluation panels of classroom teachers can provide worthwhile insights, there are no really satisfactory substitutes for objective testing.

CASE STUDY

ITV IN
NEW TRIER TOWNSHIP, ILLINOIS, PUBLIC SCHOOLS

BY

RICHARD V. WAGNER

NEW TRIER TOWNSHIP INSTRUCTIONAL TELEVISION

Township wide instructional television was introduced to New Trier, Illinois, in 1966 using four VHF channels in the 2500 MH ITFS to which the high school district held the broadcasting license. Six elementary and one high school district representing 25 schools and nearly 18,000 students are involved in the program, which is cooperatively financed by the seven districts. More than 250 receivers have been placed in the schools. The original capital investment was in the neighborhood of $170,000 and recurrent costs had reached the rate of approximately $70,000 by the 1967-68 fiscal year. By the middle of April, 1968, there were nearly a hundred presentations of twenty-nine programs transmitted in one week. The ITV Staff, at that time, totaled 5, including engineering personnel.

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I

THE SCHOOL AND COMMUNITY BACKGROUND

THE NEW TRIER TOWNSHIP

The New Trier Township, with an area of approximately 19 1/2 square miles and a population, according to the last census, of about 70,000, is composed of the four villages of Kenilworth, Winnetka, Glencoe, and Wilmette, together with parts of Northfield and Glenview. It is located in the northwesternmost corner of Cook County, Illinois, at the heart of the North Shore and twenty miles from the center of Chicago. The community is almost wholly residential, with a park-like atmosphere and block after block of fine, big houses which become even larger and finer as one approaches the lake front. In wealth and prestige three of the six villages rank among the top half-dozen Chicago suburbs, all six among the first twenty.(See Table I.) However, though all six villages share approximately the same socioeconomic status, abut one another without effective separation, and fit as closely as jigsaw puzzle pieces into the uninterrupted conurbation of the Chicago metropolitan area, they form together no genuine political entity. Each has its own jealously guarded traditions and autonomy. The township is primarily a legal entity maintained for tax purposes and serving the high schools. (See Tables II, III, IV.)

Table I

Median Family Incomes of Chicago Suburbs

	Median Family Income	Median Home Value
1. *Kenilworth*	$ 29,400	$ 45,244
2. Barrington Hills	27,300	44,000
3. *Winnetka*	25,520	41,795
4. *Glencoe*	25,720	39,274
5. Flossmoor	25,520	43,081
6. Lake Forest	15,750	40,925
7. Lincolnwood	15,960	36,528
8. River Forest	17,320	38,412
9. Olympia Fields	21,000	41,800
10. *Northfield*	16,800	37,400
11. Highland Park	17,220	34,265
12. Hinsdale	14,180	31,968
13. *Wilmette*	16,800	35,548
14. Deerfield	14,280	32,513
15. Lake Bluff	13,650	30,380
16. Northbrook	14,700	31,484
17. *Glenview*	14,280	32,310
18. Park Ridge	13,650	31,137
19. Riverside	13,340	29,724
20. Clarendon Hills	12,600	28,279

WINNETKA

The older of the two high schools is located in Winnetka, between Glencoe and Kenilworth, midway along the Township's Lake Michigan shore. The village has grown from 50 families in 1845 to about 17,000 people today, with little land left to build upon. However, the pressure of rising property values has not been allowed to change the essential character of the land. The three shopping centers remain modest; few apartment houses are to be seen, and there are "no heavy industries, no hotels, no liquor stores." "By careful plan," Winnetka remains a village of homes and gardens, with a Common and six other parks including a forty acre golf course inside its 3.83 square miles. Civic interest, financial resources, and determination are necessary to preserve these "country traditions"--to maintain village quality, personality, and independence--in the face of the encroaching metropolis.

Despite its immersion in the conurbation, Winnetka chooses to operate most of its own essential services--police, firemen, public works, refuse collection, water, electricity, etc. So highly valued is local autonomy that many citizens refuse to support petitions for State or Federal funds. But if Winnetkans emphasize their civic independence of the outside, they also stress their community ties to one another.

Thirty Winnetka Neighborhood Circles function to promote community involvement, while Community House, managed by the village council, brings the entire population together as though in a private club. Fifty organizations hold their meetings there, and two hundred and fifty distinct groups use the facilities each year. There is a studio, a gymnasium, the village's only movie, its only bowling alleys, game rooms, rooms for meetings, luncheons, and lectures. The dining rooms alone can accommodate 450 persons. In addition, Community House owns and operates a Michigan summer camp for the village youngsters.

One of the many indices of Winnetka community involvement is the extent to which the village is able to draw upon voluntary contributions. The Indoor Tennis Building, for example, the original public library and nursery schools, the golf course, and all six of the parks were the donations of private citizens. Community House, the Lodge in Walton Woods, the Art League, the Music Center, the Senior Center, and many other organizations subsist in whole or in part through contributed funds. Finally, members of the village boards receive no pay and have no patronage to dispense. "Civic recognition and the personal satisfaction derived from community service provide their only compensation."

However, this inward focus of community attention is counter-balanced by a competitive focus outward on the rest of the world, something hardly surprising in a settlement of professional and business leaders. The Winnetkans aim to achieve the best, and nowhere is this fact more conspicuous than with regard to education. The elementary schools of the village are known all over the country. The village government itself was organized in 1868-69 in order to facilitate the improvement of the local schools, and that improvement became a specific community commitment after 1911, when Edwin Fletcher, one of the parents of the

Table II

TYPICAL DISTRIBUTION OF TOTAL REAL ESTATE TAXES PAID BY WINNETKANS IN THE MIDDLE 1960'S

WINNETKA SCHOOL DISTRICT 35.5%
NEW TRIER TOWNSHIP HIGH SCHOOL 32.8%
COOK COUNTY 6.5%
METROPOLITAN SANITARY DISTRICT 5.8%
PARK DISTRICT 2.5%
TB, FOREST PRESERVE, MOSQUITO ABATEMENT 2.2%
VILLAGE OF WINNETKA 14.7%

The Village also receives revenue from justice fines, waste collection, dog and vehicle licenses, sales tax, and payment in lieu of tax by utilities.

TOTAL TAX RATE PER $100 ASSESSED VALUE FOR ALL GOVERNMENTAL PURPOSES

Table III

	1958	1960	1962	1964	1966
Village of Winnetka	.624	.590	.596	.748	.762
County	.282	.320	.338	.376	.374
New Trier High School	1.290	1.206	1.416	1.594	1.818
Winnetka School District	1.294	1.480	1.630	1.832	2.258
Winnetka Park District	.096	.130	.188	.142	.178
Various (T.B. Sanitarium, Forest Preserve District, etc.)	.516	.442	.508	.418	.406
Total	4.102	4.168	4.676	5.110	5.796

TEN YEAR STATEMENT OF TAX LEVIES AFFECTING WINNETKA PROPERTY

Table IV

	1958	1960	1962	1964	1966
Village of Winnetka	548,422	543,417	555,682	705,684	726,707
Winnetka Public Schools	1,140,591	1,363,150	1,519,700	1,728,359	2,153,416
New Trier High School	1,137,065	1,110,782	1,320,200	1,503,824	1,7 ,796
Winnetka Park District	84,619	119,736	175,200	134,009	169,756
Other units	703,393	701,837	788,600	749,082	743,873
Total	3,614,090	3,838,922	4,359,382	4,820,958	5,527,548

settlement, issued the challenge, "Why don't we make the public schools of our village so good that we will be proud to send our children to them?"

The Winnetka Plan

Some fifty years ago, Carleton W. Washburne was brought from San Francisco State College to be Superintendent of the Winnetka schools, and it was under his leadership that The Winnetka Plan became a dominating influence everywhere in the field of elementary education in the United States. His specialty was the programming of individualized instruction, and the instructional guides and workbooks which he and his teachers developed for the teaching of reading and arithmetic became standards throughout the country. He also led in the development of science studies in the elementary school, and it was he who grouped the various subjects dealing with the life of man under the title Social Studies. Moreover, he contrasted the skill studies, such as reading and arithmetic, which require drill and rigid cumulative organization, with the creative studies, such as art, elementary science, and the social subjects, which permit student discovery, initiative, and the project method.

Today Winnetka is still a center of quality and innovativeness in American elementary education. There is one professional staff member for every 18 pupils, while

> "Our constant research into better teaching methods and the use of new teaching materials helps to attract and hold top quality teachers.

> Approximately 50% of the instructional materials used in the Winnetka schools are written by the staff, aided by consultants and specialists at workshops and faculty meetings." ("Inside Winnetka's Schools")

CCTV at Skokie Junior High

In 1962 the Winnetka system launched itself into CCTV. Dr. Sydney Marland, then Superintendent, and now Superintendent in Pittsburgh, secured a Ford Foundation grant for a learning laboratory, and close cooperation between the lab and CCTV was stipulated as an integral part of the program. The television operation was put into the hands of two teachers, Jeanne Baxter from Theater Arts, and Jen McDougal, a classroom instructor in English and Social Studies. Each was assigned half-time to the program, and both went to Northwestern in the Summer of 1962 for the master's program in TV.

The experiment was limited to the Skokie Junior High School. The studio put in there was simple to operate. I.J. Kayle, the manufacturer, had used its smallness as a selling point, and it had been installed in various Chicago parochial schools. There were two Sylvania cameras on cabinet stands, one tilted down for graphics and the other teacher controlled. There was a black void in back, so that tack boards, etc. could be set up, and control panels were located strategically here and there, one being also provided for carriage in the hand.

The initial effort was spent entirely on teacher involvement.

> "By the end of the school year 1963-64 we were all involved," said Mrs. Baxter. "By now, it has become something comfortable. TV is no longer a novelty; the teachers no longer criticize it. Now it's a question of content and production; it's a teaching medium of normal use."

The new Superintendent, Dr. Avery, put Mrs. Baxter in charge of Skokie TV, and soon thereafter she became Assistant Principal. In 1965 the Staff was augmented with interns in studio production from Northwestern. One of these, Mr. Richard Dienhart, was shared with the new Township ITV system during 1966.

By 1968 three members of the Skokie staff with special training and interest in ITV were being used in the CCTV program: one specializing in production, and two with release time to handle the media phases of the 7th and 8th Grade teams in Social Studies and Language Arts. A fourth was at Northwestern completing the master's program in TV.

One of the studio teachers at Skokie is the nationally known Dr. Lola May, Mathematics consultant to the District and clinical professor at Northwestern. Dr. May has videotaped several math series for the intermediate grades, and she has also been making inservice programs at the Township level, which programs are being asked for by twenty systems, from California to South Carolina.

The flexibility provided by CCTV at Skokie permits freedom in scheduling. However, the programming cost is high. During one summer, for example, a teacher was released to make some 48 tapes at a cost of 5,000 Dollars, but it was subsequently learned that for one reason or another about a half of the tapes would need to be re-done. The use of students in maintenance reduces costs, but creates problems in teacher-student relationships.

> "Then there's the problem of really determining what we should do," said Superintendent Avery, "right down to the point of whether we should or should not engage in a particular program. There is too much mobility of personnel and no focusing of responsibility."

Moreover, it was evident to the investigator that in such a close and intimate situation the teachers might become too involved--TV oriented, rather than child or education oriented, interested in the medium for its own sake.

Nevertheless, more than 200 (see Table V) telecasts a semester were going over the air at Skokie in 1966, although the system was never extended to include the elementary schools. Instead, the entire Winnetka District was brought under New Trier Township Instructional Television.

The High School District

In essence, each of the other elementary districts, together with its associated community, follows the Winnetka

Table V

CCTV AT SKOKIE IN FALL OF 1966

Instructional Television

1. Mrs. Troyer's Cursive Handwriting series. 6th graders. Three times a week. Each lesson is repeated via video tape in order to reach all 6th graders. Pupil practice and work sheets are distributed for each lesson. A total of 45 lessons and 45 "repeats" for the first semester.

2. Lola May's mathematics telecasts. 6th graders. Usually there are two lessons a month. Again, each lesson is repeated. Occasionally, a teacher asks for a "repeat performance" of a particular lesson at a later date. Each student has a work sheet to use during the telelessons.

3. Mrs. Baxter's How to Study series. All grades. Repeated at various times during the school day. Study Hints Summary Sheets are given to the students. Four of the five lessons have been telecast.

4. Achievement Testing. 6th and 8th grades. SCAT and the Nelson-Denny tests. The tests are not video taped, but are "live".

5. Columbus Day program. Dr. Bruce Ogilive, of Rand McNally, explained the maps of Columbus' day and the geographical knowledge available to the navigator then. Originally planned as a supplement to the 7th grade unit on geography, the program was re-scheduled for the other grades as well.

6. The Rat Experiment. The four rats which have been living in Miss O'Banion's 6th grade classroom and subsisting on two radically different types of diet did their bit on television to demonstrate the results of proper and improper nutrition. The science classes in other grades also asked for replays.

(Table V continued)

7. 8th Grade Science Experiments conducted by Mrs. Sherman's classes. 8th graders and others. Experiments on soil erosion, mountain building and chemistry and atomic structure were demonstrated by Mrs. Sherman's students.

Enrichment Television

1. News Cast. All Grades. Students of Mrs. Walker's Mc core gave a short newscast of the events of the week.
2. Pearl Harbor. All grades. Students of Mrs. MacDougall's Mi core gave a brief review of the events of Pearl Harbor Day.
3. Yom Kippur. A program with Rabbi Alan Tarshish of Temple Jeremiah describing the Jewish traditions. All grades.
4. The Learning Lab presents--Rembrandt. All grades. A synopsis of Rembrandt's life interspersed with examples of the painter's art to portray various periods of his life. A student's Learning Laboratory project.
5. Fire Prevention. All grades. A Walt Disney Donald Duck cartoon, a talk by Lt. Balmus of the Winnetka Fire Department, and a school-wide quiz on fire prevention. The "test" was keyed to the TV cartoon, the talk and the front hall showcase exhibit. Lollipops were the prizes for the 100 percenters.
6. Mexican Reptiles. 7th graders. Bob Perkins, a 7th grade student who collects reptiles, brought his collection of Latin American specimens to the TV Studio.
7. News films. All grades. The Screen News Digest current events films are shown once a month. Titles include: Viet Nam, the Space program, the Manila Conference, Pearl Harbor.
8. Parliamentary Procedures. All grades. Self-explanatory title.

(Table V continued)

9. Christmas-Hanuka program. To provide extra seats in the auditorium, the orchestra members, when finished with their part in the concert, were sent to the chorus room where they watched the rest of the concert on TV. Usually they are seated in the auditorium. The program was also video taped for future replays.
10. "The Night Before Christmas." Music by Skokie students and a reading of the Christmas poem.

School Communications and Guidance

1. Committee telecasts. A number of Skokie's student committees presented their "image" via TV, rather than on the auditorium stage.
2. Halloween. Mrs. Baxter interviewed Mr. Miner of the Winnetka Community House on the festivities of the Halloween weekend.
3. Junior Red Cross "Ditty Bag" collections. Advisories all call for money to fill "Ditty Bags" for Viet Nam for Christmas.
4. National Relations Committee Clothes Collection for the southern mountain people.

Community Relations

1. Go-to-School Night. Brief telecasts by Mrs. Troyer and Lola May about television teaching.
2. Winnetka on Parade. A composite video tape of many of Skokie's TV programs was presented at the Community House on the Winnetka on Parade Sunday.

Coming

For the rest of the school year, the following are either on tape or are planned:

1. War of the Worlds. An original TV drama about the famous Orson Welles Mercury Theater radio show of 1938 and its implications of panic and thinking coherently.

(Table V continued)

2. Lola May's mathematics programs.
3. Mrs. Troyer's handwriting review.
4. A social studies unit on Canada. 7th grade.
5. A social studies unit on Africa with outside speakers. 7th grade.
6. Achievement testing for 7th grade.
7. The Winnetka Bible Church Missionary Day. All grades.
8. The New Trier Exchange students programs (AFS).
9. A unit on the Child Study Elective at Skokie.
10. Skokie School's tax collection program.
11. Service Awards Committee telecast on service award balloting.
12. A series of health programs.
13. Know Your Winnetka. Several programs about Winnetka.
14. Some kind of a Brotherhood program. On the contributions of the American Negro, perhaps?

pattern. All have high income levels and excellent schools. Some are bigger than others, some a little richer, some more Catholic, some more Jewish, but these differentiations are not very significant. In fact, the greatest source for anxiety in the Township is not that they are significant, but that they might become so. (See Tables VI, VII, VIII.)

The New Trier Township High School was founded in 1901 and is the principal thing the several communities have in common. They are extremely proud of the school and have a right to be. About 90% of its graduates each year go on to college, and two-thirds of these finish at least four years. Each year approximately 15% of the students take one or more Advanced Placement Examinations, and their average grade has always exceeded 3.00. In a recent year 42 New Trier seniors were semi-finalists in the National Merit Qualifying Test, and 89 received letters of commendation. In recent years the number of Merit Scholars has ranged between 22 and 42.

Though the school has a full comprehensive curriculum, with an excellent athletic program, there is a decided emphasis upon academic subjects, most of which are given at three, four, or five different levels of pace and difficulty, and it is interesting to note that the track representing the national average is one below the track representing the average at New Trier. A heavy emphasis is placed upon student competence and the students assume a great deal of the responsibility for their own conduct through student-supervised study halls, student-supervised lunch rooms, a student managed honor system, and student door guards.

TABLE VI
NEW TRIER TOWNSHIP ELEMENTARY SCHOOL DISTRICTS
Table of Relevant Facts - I

	NUMBER OF TV SETS	COMMUNITY				TEACHERS' SALARIES	
		Area	Population	Median Income	Median Property Values	Lowest	Highest
KENILWORTH	21	1 sq. mi.	3,000	29,400	45,244	6,300	12,000 (and up)
SUNSET RIDGE	30	4¼ sq. mi.	5,800	16,800	37,400	6,400	11,500
AVOCA	21	3½ sq. mi.	6,500	14,280	32,310	6,300	11,375
GLENCOE	21	4 sq. mi.	10,500	25,720	39,274	6,300	11,900
WINNETKA	62	2.8 sq. mi.	14,000	25,520	41,795	6,400	11,520
WILMETTE	36	5 sq. mi.	29,087	16,800	35,548	5,600	12,432

Table VII

NEW TRIER TOWNSHIP ELEMENTARY SCHOOL DISTRICTS

Table of Relevant Facts - II

	EDUCATIONAL FUND				SCHOOL DEMOGRAPHY			
	Tax Rate	Tax Base	Budget	Per Pupil Expenditure	Grade Levels	Number of Buildings	Enrollment	Teaching Staff
KENILWORTH								
1958-59	1.282	25,343,876	324,908	594.69	K-8	1	635	30*
1963-64	1.9172	26,059,653	493,573	712.06	K-8	1	677	32*
1967-68	2.612	26,784,438	772,016	909.89	K-8	1	655	38*
SUNSET RIDGE								
1958-59	$1.11	15,079,623	276,530	488.00	K-8	2	593	30
1963-64	$1.46	22,954,617	392,470	615.00	K-8	2	749	39
1967-68	$1.755	27,400,000	686,623	830.00	K-8	2	843	44
AVOCA								
1958-59	.8708	27,851,958	345,179	622.13	K-8	3	831	32
1963-64	$1.40	43,550,243	897,817	727.93	K-8	3	1,374	65
1967-68	$1.77	52,409,574	1,486,686	826.59	K-8	3	1,500	88
GLENCOE								
1958-59	1.246	60,162,777	825,450	561.29	K-8	4	1,802	90
1963-64	1.400	63,971,456	1,037,875	691.87	K-8	4	1,911	99
1967-68	1.7428	68,000,000	1,364,650	825.00	K-8	4	1,963	109
WINNETKA								
1958-59	1.18	91,000,000	951,795	477.00	K-8	4	1,901	127
1963-64	1.50	93,500,000	1,500,000	731.00	K-8	4	2,083	131
1967-68	1.81	95,000,000	2,000,000	887.00	K-8	4	2,320	141
WILMETTE				(per capita)				
1958-59	1.2518	102,805,232	1,236,859	450.00	K-8	7	3,411	148
1963-64	1.335	124,227,391	2,272,695	636.00	K-8	8	4,418	227
1967-68	1.755	137,000,000	3,147,700	740.00	K-8	9	4,949	284

*Not counting EMH

Table VIII
THE NEW TRIER ELEMENTARY SCHOOLS

NAME	CLASS	ENROLLMENT	AGE	CLASSROOMS
AVOCA				
East Primary	K-5	375	1956	18
West Primary	K-5	600	1958	26
Jr. High	6-8	525	1926	21
GLENCOE				
Central	K-8	960	1930	39
North	K-6	300	1928	15
South	K-6	450	1926	16
West	K-6	250	1956	13
KENILWORTH				
Sears	K-8	650	1899	33
SUNSET RIDGE				
Middlefork	K-3	395	1958	20
Sunset Ridge	4-8	448	1930	22
WINNETKA				
Hubbard Woods	K-5	470	1915	20
Greeley	K-5	450	1913	20
Crow Island	K-5	550	1940	24
Skokie	6-8	850	1921	35
WILMETTE				
Bell	K-6	737	1964	26
Central	K-6	857	1949-50	32
Harper	K-6	361	1941	14
High Crest	K-6	550	1928	26
Laurel	K-2	86	1920	4
Logan	K-6	664	1947	21 +4 mobile
Ramona	K-6	550	1957-58	28
Howard	7-8	595	1923-24	14 home rms.
Locust	7-8	504	1961-62	12 home rms.

3

The faculty consists of over 350 certificated members, of whom about 78% have the master's degree and 12 the doctor's degree. Their salary schedule ranges through six scales and nineteen steps from $6,200 at Step 1, Scale 1 to $15,000 for the highest step of the highest scale. (See Table IX.) In 1967-68 the median salary was approximately $10,700, the median number of years in teaching 12, and the median number of years at New Trier 6.

Enrollment has gone from 2,261 in 1950 to 5,761 in 1967, with the number of faculty rising from 140 to 393 in the same period and the pupil-teacher ratio dropping from 16.2 to 14.7. However, assessed valuation for the High School District has less than doubled, rising from $225,883,795 to $403,000,000, so that the better than 100% increase in enrollment has actually brought the assessed valuation per pupil down from $99,904 to $69,953. At the same time, tax cost per pupil has risen from $1,115 to $1,439. (See Tables X and XI.)

The High School District receives a flat grant in State aid of $54.00 per pupil, and there has been a little money from the NDEA for science and languages, but Federal aid has probably never gone over $20,000 in any given year partially, perhaps, because New Trier has the reputation of being a rich district, and partially because some Board members do not like dependence upon the Federal government.

There is a School Board of seven whose members, though elected, are first chosen by a school district caucus. Thus, despite the fact that there are nearly 28,000 registered voters in the school district, only about 1,000 turned out

Table IX

SALARY SCALES FOR NEW TRIER TOWNSHIP HIGH SCHOOLS - 1967

Step	Scale I BA	Scale IA BA Merit	Scale II Provisional	Scale III Professional	Scale IV Master Merit	Scale V Leader Merit
1	6200		6700			
2	6400		6900			
3	6600		7200			
4	6800		7500			
5	7100		7800			
6	7400	7700	8100	8500		
7	7700	8000	8400	9000		
8	8000	8300	8700	9500		
9	8300	8600	9000	10000		
10	8600	8900	9300	10500	10900	
11	8900	9400	9600	10900	11300	
12	9200	9700	9900	11300	11700	
13	9500	10000	10200	11700	12100	
14	9800	10300	10500	12100	12500	
15	10000	10500	10800	12500	12900	
16			11100	12900	13300	13700
17				13300	13700	14100
18					13800	14500
19						15000

Explanation of Scales

Scale I, BA degree, is for teachers who have only their Bachelor's degrees. People on this scale will be evaluated for movement to a higher scale at intervals specified by the administration.

Scale IA, BA degree Merit. Exceptionally meritorious service by members of the faculty with Bachelor's degrees will be recognized by placement on this scale.

Scale II, Provisional, is for new teachers with Master's degrees. After achieving tenure, and with at least five years of teaching experience, teachers may be evaluated for transfer to Scale III.

Scale III, Professional, is for highly competent teachers at New Trier. Teachers with more than five years experience from other schools, if adjudged to be unusually competent and experienced, may be placed directly on this scale.

(Table IX continued)

Scale IV, Master, is for those teachers who are evaluated as master teachers. After ten years of teaching experience (preferably with five at New Trier), teachers may be evaluated for this Master Scale.

Scale V, Master-Professional or Leader. Leadership will be used to recognize outstanding contribution by a teacher to curriculum development, research, practice-teacher or intern training, and service to the profession of continuous and significant kinds. This Master-Professional Scale includes those rare, gifted teachers who give the school a special distinction and are the core, soul and conscience of its faculty. No position in the school will automatically confer promotion to this scale. Teachers will normally be considered for transfer to Master-Professional status after fifteen years or more of experience.

Table X

School Year	1957-58	1958-59	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68	% Incr. 1957-58 1962-63	% Incr. 1962-63 1967-68
1. Enrollment	3,389	3.607	3,739	3,902	4,193	4,473	4,680	4,912	5,128	5,474	5,761	32.0	28.8
2. Faculty	214	230	243	257	276	294	311	322	344	368	393	37.4	33.7
3. Stud.-teach ratio	15.8	15.7	15.3	15.2	15.2	15.2	15.1	15.2	14.9	14.9	14.7	-	-
4. Med. class size	*	*	25	26	25	25	26	26	25	25	25++	-	-
5. Tax Rate - Educ.	.8222	.8979	.8391	.8571	.8950	.9743	1.0195	1.0500	1.1436	1.2600	1.47	18.5	50.9
6. Levy - Educ.+	2,559	2,893	2,946	3,067	3,269	3,607	3,841	4,047	4,480	5,009	5,924++	41.0	64.2
7. Total Assess. Valuation*	311,186	322,244	351,035	357,811	365,424	370,263	376,710	385,418	391,758	397,511	403,000	19.0	8.8
8. Median Salary	7,093	7,661	8,011	8,287	8,563	8,860	9,083	9,789	10,280	10,347	10,700++	24.9	20.8
9. Tax Cost per student (tot.levy/enroll.)	1,115	1,152	1,122	1,106	1,153	1,172	1,238	1,250	1,295	1,320	1,439	5.1	22.8
10. % of College (enroll.)	92.68	91.88	93.58	89.55	89.21	91.46	89.99	90.61	90.68	-	-	-	-
11. Dept. of Labor CPI (57-59=100)	98.0	100.7	101.5	103.1	104.2	105.4	106.7	108.1	109.9	113.1	-	-	-

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* Not computed

+ In thousands

++ Estimated

NEW TRIER HIGH SCHOOL DISTRICT

GROWTH FACT SHEET

1957 - 1968

Table XI

New Trier Township High School District
Winnetka, Illinois

ENROLLMENT, FACULTY and VALUATION

Year	Oct. Enrollment	No. of Faculty	Pupil Teacher Ratio	Assessed Valuation	Assessed Valuation per Pupil
1950	2261	140	16.2	$225,883,795	$99,904
1951	2401	144	16.7	239,669,899	99,821
1952	2474	150	16.5	245,081,826	99,063
1953	2514	152	16.5	247,890,278	98,604
1954	2628	164	16.0	253,795,882	96,574
1955	2865	171	16.8	280,495,826	97,904
1956	3125	191	16.4	287,810,906	92,099
1957	3389	214	15.8	311,185,548	91,822
1958	3607	230	15.7	322,244,386	89,339
1959	3739	243	15.3	351,034,741	93,885
1960	3902	257	15.2	357,810,955	91,699
1961	4193	276	15.2	365,243,719	87,108
1962	4473	294	15.2	370,262,830	82,777
1963	4682	311	15.1	376,709,647	80,459
1964	4912	322	15.2	385,317,945	78,465
1965	5128	344	14.9	391,417,715	76,396
1966	5474	368	14.9	397,511,195	72,618
1967*	5761	393	14.7	403,000,000	69,953

*Estimated

for the last Board election. For a tax rate referendum, the turnout is larger--generally about 6,000 to 8,000--although such measures usually carry 2 to 1. The first referendum for the new high school building did not carry, however, and a second referendum had to be held in which the total vote was more than 18,000.

The original high school structure was built in 1899. There have since been many modifications. In 1953 the old main building was torn down and the present one erected for approximately $6,000,000. This lasted till 1961, when plans were started for dividing the enrollment between the two present campuses. Construction on the new school was begun in 1963 and finished in 1965, and the two schools together now have a capacity of 6,000. However, the Assistant Superintendent thinks this will be inadequate before 1975, when the projected enrollment will be 7,000, but there are no further major building plans at this time.

Growth Of The Township

The pressure for expansion has imposed upon the elementary districts also, while, as in the high school district, there has everywhere been a relative depreciation of the assessment per pupil. This is, in part, due to the disappearance of available land and the lack of local industry, but principally to the fact that people come into the area for the express purpose of sending their children to its schools. For example, there are many long term residents, but also many young executives with children.

Though apartments yielding few children have begun to appear down by the lake, the older residents who move into them leave houses which younger families with children then occupy. This means that, though there is a turn-over in the population, it tends not to occur while the children are in their school years.

> "From 1960 to 1967," said Assistant Superintendent Paul Goodrich, "284 children were added to the group going from the first to the eighth grade. These were largely from families moving in for the sake of the schools."

This immigration is simply another tribute to the quality of education in New Trier Township. The one thing that all the people in the area share is their pride in its schools. That pride tends to focus upon the high school, which most of them have attended, or would like to have attended. It was this, apparently, which defeated the first tax referendum for the new high school building. Its support came largely from areas which would feed the old school, its opposition from those which would feed the new. While there were several reasons for this voting pattern, it seems clear that many of the people whose children would be sent to the newer high school felt that they were going to be cut off from the old. They wanted their kids to go to the same school they had gone to. In an analysis of the failure of the referendum, it was suggested at the June 5, 1961, meeting of the Board that "some individuals felt the new school would have a different economic and religious level and other people were alienated because of a published 'social and cultural aspiration' statement." The observation is important because it points out the competitive basis for unity in the Township and does much to explain why the districts agree to cooperate even when they feel strong individual reservations.

Township Cooperation

The superintendents of the seven Township school districts--six elementary and the high school--meet monthly to discuss coordination of the high school and elementary programs. Instructional television, Social Studies, and joint testing are a few of the concerns they follow in common. There was also supposed to be a joint director of research, but the plan now is to become part of an already existing research organization. Such cooperation is tending towards the development of a single unified school district for the entire Township, something which the superintendents of the smaller districts are particularly in favor of and are already predicting. However, there have been difficulties--both with the Social Studies program and with ITV.

The Township Social Studies Program

In the Spring of 1964 the Township Superintendents agreed that correlation was needed in Social Studies, and they asked Mr. Mike Greenebaum, an expert high school teacher in the field, to be chairman of a seven man committee for the development of a Township Social Studies curriculum. Mr. Greenebaum was released half-time for the job, held a series of week-end seminars, brought in people from the outside and material from everywhere, and met with his committee for eight weeks during the summer. In the Spring of 1965 the committee proposed to the Superintendents that, instead of simply accepting the curricular format as it stood, they present a wholly new concept, K-12. It was agreed, but the prospectus proved to be controversial. Copies somehow got out, ahead of time, to the community and to the teachers and it provoked a reaction.

> "It was an urban, rather than a suburban, centered approach," said one of the committee members, "and concerned with the anachronistic aspect of the suburban community as a focus. It challenged things and looked at processes more than at institutions. Moreover, the approach was inductive, rather than deductive, and emphasized the conceptual."

In December, about two months after the issue of the prospectus, it came under the attack of a small local group with very strong convictions. They launched a telephone campaign and distributed literature to the homes questioning the teachers' right to determine curriculum. The Superintendents tried to find a meeting ground with this group, but, meanwhile, a large number of the teachers themselves began to take issue with the scope and sequence of the curricular plan, finding that too much was being moved down to the primary and too much being thrown out.

Mr. Greenebaum recommended that the Social Studies group be dissolved, but it went on for a year until his appointment as the director of curriculum for the High School District. At that time the matter was dropped in the lap of the collected curriculum directors, but they made no headway, and so it was decided to bring someone in from the outside full-time. A committee was appointed for this purpose. It was made up of Mr. Greenebaum, the Superintendents of the two smallest districts, Sunset Ridge and Kenilworth, and a few other people. They brought in Mr. Jack Spatafora, formerly an educational film maker with Britannica Films, and a television writer.

Mr. Greenebaum, who had known Mr. Spatafora earlier, urged the Superintendents not to hold him on a leash, but, at the same time, cautioned him not to approach the job in too comprehensive a way, and not to try to _impose_ a curriculum. However, some of the Superintendents wanted structure, and Mr. Spatafora has been able to do both. He has not backed down before the dissident members in the community; in fact, he has sought them out to discuss the issues. And he has not failed to develop definitive curricular materials, but he has done it a bit at a time and through continual interaction with the teachers themselves. More than anything else, perhaps, the Township Social Studies program has shown how little dependent the resistance to educational innovation is upon categoricals, how much upon circumstances and contingencies.

However, the most significant thing about the Township Social Studies program was the fact that it laid a genuine basis for Township educational integration, and it was by exploiting this fact that ITV was able to overcome the differences between the various districts to a degree sufficient to turn television into a successful Township program also.

II

THE DEVELOPMENT OF NEW TRIER TOWNSHIP INSTRUCTIONAL TELEVISION 1963-1968

THE BEGINNING OF TELEVISION AT NEW TRIER

It was the desire to keep the new and the old high schools bound together that led to ITV at New Trier. "While we were planning the new building in 61-63," said the Assistant Superintendent, "we talked about communicating between schools, about master teacher linkages over conduit." Mr. Donald Ickes, then head of the audiovisual department, was asked to explore the possibilities, and it was he who brought the idea of a 2500 MegaHertz system to the attention of Superintendent Cornog. The FCC was about to make 31 channels in the Chicago area available for such use, and it seemed necessary "to jump in now, because we wouldn't be able to jump in later." Dr. Cornog took the matter to the Board, which, on April 13, 1964, unanimously resolved to apply for four channels "for the purpose of establishing a closed circuit television network linking New Trier High School and Township elementary schools."

Donald Ickes As Innovator

Everyone was agreed that the idea and promotion of the project had come from Mr. Ickes. A graduate of New Trier, he had returned to the District in 1958 from the University of Michigan, where he had been Assistant Director of the audiovisual center. There had never been an audiovisual department in the High School, where for a long time equipment had been departmentally managed and scattered throughout the building. Finally, Assistant Superintendent Goodrich had pulled it together in the library, and then Mr. Ickes was put in charge, the aim at the time being to develop an instructional materials center.

The Radio Station

Within a year, Mr. Ickes was contemplating FM radio. He was himself a ham, and he had become conscious of the fact that schools were doing a lot with the medium. So, he and two other teachers sponsored WNTH, which went on the air in 1960. It was student operated, with over a hundred youngsters participating, and its justification was sought in that fact, rather than in the potential benefits to listeners. And, although it was never conceived as prevocational, many of its young staff later went on to do notable things in the world of communication.

There is no in-school broadcasting. The station operates on a budget of well under $2,000 a year and goes on the air between 60 and 70 hours every week. The original capital cost was set by the Board at $10,000 and in actuality was under that. Today the radio is a two school operation, with a telephone line from a satellite station in the new building, but FM radio at New Trier is undergoing a slump due to TV.

Promoting a Television System

Mr. Ickes had been investigating television for quite some time. In 1961 a small closed circuit system with camera, receiver, and accessories had been purchased for $1,553,20, and later the possibility of utilizing coaxial cables was looked into. When the idea for the 2500 Megahertz installation developed, it was at first thought of simply in relation to connecting the two high schools. However, with only 31 channels available in the Chicago area, this seemed a little piggish, and so the High School Board invited the elementary districts to join the venture. It then became Mr. Ickes' job to circulate and sell the plan to all six of the elementary boards. Some proved to be enthusiastic; some did not.

ITV As An Instrument for the Unification of The School Districts

Superintendent Harrison Collins, of Sunset Ridge, was enthusiastic and became, after Mr. Ickes, the most active proponent of the prospective ITV system.

> "For many years," he said, "I've been a pusher on unifying the Township, because my district is isolated and a little poorer than some of the others. I was pushing it long before TV--on the sharing of specialists, for example--and I pushed hard on TV for the sake of unity."

Don Ickes had sensed this fact, too--that ITV might serve as a catalyst for district unity--and he saw in the cause a promotable rationale for adoption of the new medium. Glencoe was enthusiastic. Kenilworth, smallest of the six districts, was willing to go along, and its Superintendent, Dr. Bristol, became an active advocate. Winnetka was more hesitant, because, as Superintendent Avery pointed out, they had a system of their own and were worried lest it be drowned in the larger enterprise. Avoca and Wilmette were more hesitant still, the latter feeling that, as a larger district, they could carry on their own TV programs, if they wanted to. The questions the boards put to Mr. Ickes were largely about costs.

> "We tried to be realistic," he said. "I made the point that television production need not be expensive, that it could be of the home-grown variety."

His relationship with the High School Board was excellent, particularly in that it included nationally known communications experts who lived in the Township. One by one the elementary districts also voted themselves in, passing resolutions similar to that the High School Board had passed in the beginning.

The Township ITV Council

In November of 1964, Sherilyn Zeigler, a senior at Northwestern, was appointed by the Board of the High School as a student intern without salary to assist in the administration of Township-wide planning for the educational TV network, and in December Dr. Cornog announced that a TV Council had been formed from the High School District and elementary District staffs. Mr. Ickes was to be its first Executive Secretary and Superintendent Collins its first President.

In the minutes of its first three meetings--January 11, February 2, and March 9, 1965--the new council managed to define most of the problem areas that would plague the New Trier Township Instructional Television system during its early developmental years. There was anxiety, for example, concerning teacher acceptance. "It is extremely important," said President Collins, "that people understand our purposes: We are not trying to substitute a TV teacher for a classroom teacher." "Let's go to the teachers," Dr. Bristol suggested, "to see if they're even willing to join us." The members of the Council took his suggestion. One district sent reports on ITV to its entire staff of 110 and received five responses, concluding that, at this point, there was "relatively little interest in TV on the part of the teachers." "My experience was similar," said another Council member. "None of our teachers seem to know anything about TV--they haven't even thought about it..." It was concluded, therefore, that strategies were needed to inform and involve the teaching staff. Superintendent Bristol had suggested this at the outset: "A large number of teachers must see themselves on video-tape--as soon as possible! They must have the experience of working with the medium, and must be given the opportunity to experiment with it." Let's "get suggestions from them," said John Sternig of Glencoe. Let's "find out what they expect from this new system..."

At the same time, there was an awareness in the Council of what ITV would probably have to be and not be in order to be acceptable in New Trier. "Direct teaching by television," said Winnetka's Donald Cawelti--"or so-called 'master teaching'--is not what we want; the value of this system will lie in its enrichment capabilities. For instance, a television teacher might introduce a new concept in mathematics; the classroom teachers would then take over, to develop the idea." The aim would be to bring into the classroom worthwhile audiovisual materials that could not otherwise be readily obtained. But, "if we come through with merely 'make-shift' material," observed Mr. Sternig, "teachers will feel...that the system is no good." "Unless television in the classroom really means something to the students," said Mr. Cawelti, "it will not be successful--regardless of the 'quality' of the system."

Not only did the Council members realize the importance of ITV content; but they also realized how difficult the generation of that content would be. "Production of materials will require great amounts of time and effort," President Collins had said at the very first meeting; "few people realize that the supply of programs will almost always fall short of the demand." With regard to programming, Mr. Ickes advised that the Township "definitely consider the wealth of materials which is available from other sources (NET, etc.)."

There was the same kind of caution in other respects, too. Superintendents Collins and Bristol emphasized the advisability of working at the outset with a limited group of teachers towards a specific program goal expressed in small units of program time capable of being inserted into such standard instructional units, for example, as those concerned with preparing students for the Constitution examination, while Donald Ickes and Norman Erickson of Glencoe emphasized that the ITV system was going to take time to grow--a four-year development, perhaps, on a one-channel-per-year basis, with the various buildings being equipped a little at a time.

But the most important thing the Council realized was that the central problem was organizational, with the key issue being whether or not the seven districts could really be brought to cooperate. (For that matter, even the legality of such cooperation was questionable.) "We're enthusiastic about it," said Norman Erickson, speaking to the Council--"we believe in it--but until the Boards agree--one way or the other--our hands are tied." "We have in the past 'shared teachers,'" said Superintendent Collins--"a procedure which is 'illegal!' But when the School Board is asked to pay out money for such purposes, difficulties may arise."

But cooperation would inevitably mean a diminution of local autonomy, a nucleation of Township authority. "Though we are dealing with a number of separate legal entities in New Trier Township," said Mr. Ickes, "we must not proceed unilaterally--but must move forward as a total Council." "The ITV Council must not be regarded as a group which merely 'studies' and then makes 'recommendations,'" said Dr. Bristol. "It will be overseeing and directing an ongoing development." However, there was a question as to whether the Council could operate effectively without being led by someone with specific executive powers. "Will there be enough momentum within the Council," asked Mr. Ickes--"without having someone to spearhead operations?" "So little is really certain in this field," added Dr. Bristol; "might not the 'openness' of it leave us groping--without an educational specialist to 'keep the fire going'?"

But there was initial resistance to bringing in an ITV Coordinator, particularly from the larger systems, which were not, perhaps, as anxious for unity as the others. However, by March, 1965, even they were ready to seek such a person. "We need someone to give enthusiastic leadership to the whole project," said Don Ickes; "to proceed from here with a 'committee' functioning as 'coordinator', would be running a serious risk."

The Main Problems Stated

Thus, by mid-March, 1965, most, if not all, of what would be the system's most serious problems had already been enumerated:

1. The problem of utilization: how to get the teachers to understand, accept, and make use of television in the classroom;
2. The problem of production: what to produce and how to generate television programs of sufficient quality in sufficient quantity to make utilization meaningful; and
3. The problem of organization: how to bring the seven districts, together with the teachers and administrators within each one of them, into enough accord to make efficient administration possible.

"The 'pilot program' we create will, in a sense, 'make or break' us," said Don Ickes. "It must represent our very best efforts..." "The 'prestige' factor is at stake," concluded John Sternig; "now that we've begun this project, if we were suddenly to drop it, the interpretation drawn would be that 'New Trier doesn't think ETV [sic] is worthwhile!"

On March 5, 1965, the High School was granted the use of four closed circuit television channels in the 25,000 MHz ITV Fixed Service. On May 20 Governor Otto Kerner of Illinois signed into law a bill permitting the High School to establish an educational TV station in cooperation with the six elementary districts. On July 15 the Board hired a coordinator, who, however, was compelled by personal circumstances to back out before coming on the job, so that it was not until January, 1966, that Mr. Robert Pirsein was hired.

PUTTING THE SYSTEM TOGETHER

The ITV Coordinator

Finding an ITV Coordinator had not been easy. First of all, the ITV Council and the Superintendents were not quite sure what they wanted--a content person with some knowledge of the media, or an ITV specialist. Mr. Pirsein was not a content person and did not pretend to be one. In fact he told Superintendent Collins, who found him teaching in the NDEA Institute for TV specialists at Northwestern, that ITV people with backgrounds in content were "hard creatures to find." Mr. Pirsein was accepted nevertheless and addressed the Council for the first time on February 14, 1966, explaining his ITV philosophy, which was recorded in the minutes as follows:

> "The ITV Coordinator should be just that...a Coordinator...He offers suggestions and approaches, citing from both practical experience and available research, but he should not attempt to take the position of a curriculum expert..."
>
> "To be successful in the New Trier Township, ITV must be a working relationship and partnership between...
>
> "Administrators
> Teachers
> The Public
> And, of course, the students.
>
> "...It is for this reason that the Coordinator will endeavor to appear before as many of these groups as possible to discuss ITV and its implementation...
>
> "TV itself is a medium of communcation, just like books, films, etc. As such, it does have a place in the total educational process. Sad to say, some early proponents of ITV claimed that it could perform the entire educational 'job'. We have since learned that there are areas in the educational process in which TV can perform a very useful service. However, at the same time, there are areas in which TV is not the best medium of communication. Therefore, it is the task of the ITV Coordinator to work closely with the Township administrators and teachers to develop ways in which TV can best assist in student education.
>
> "The Coordinator stated that perhaps the biggest challenge is to do things right the first time. In this regard, the Township can profit from both the weak points as well as the successful activities of other ITV operations. With a slow, careful approach, success is assured."

Thus he took a stand at the outset commensurate with the already mentioned views of the Council. His first task would be to "sell" the system--to get the Superintendents, the Boards, the communities, and the teachers thoroughly involved. He made friends with newspaper people and sent letters to all the local groups--Kiwanis, Rotary, League of Women Voters, etc.--offering to speak at their meetings and inviting them to visit the Township TV installation. "We knew that one or two hostile people, by raising a fuss before the Board, could make difficulties."

He began with the premise that the teachers knew little or nothing about ITV, that they tended to be hostile to the medium, and that he would have to show them he was on their side, that TV was not going to take their jobs away, that it would not be necessary for them to watch it when nothing was being shown of interest or use to them. He met with the teachers in their own faculty lounges (except at Wilmette, where a commitment had not yet been made and it was felt, therefore, that he should not seem to be attempting to force the hand of the Board). Moreover, he tried to find out what the teachers themselves thought about TV, and "this had a good effect, making the teachers feel that TV was theirs." Then he conducted a series of workshops, some lasting a number of days each, others shorter, and based on the supposition that 90% of the teachers would never become involved with the studio, that what they needed to know was how to utilize TV in the classroom.

He also met with the Boards, finding that TV had not yet been fully sold to them. In these meetings he sometimes served as a resource man to the Superintendent, who did the actual selling job; other times he made the "pitch" himself. What he found it necessary to stress was economics.

In the meeting before the Council on February 14, Mr. Pirsein had stressed the necessity of proceeding cautiously and slowly. He had already found that, among the Superintendents, the consensus seemed to be that ITV could best be served in the beginning on an enrichment basis, or in developing introductory units for specific courses. He also warned that one day, as utilization rose, scheduling would no doubt become a problem, and that "an important part of the whole approach to Township ITV is a well designed research project to test results..."

Mr. Pirsein's initial ITV strategy then was to do two things:

1. To launch an extensive public relations campaign to get the innovation accepted in the schools and the community; and
2. To involve the teachers as much as possible in the ITV program.

The second of the two would utilize three tactics:

1. To establish two-way communication with the teachers;
2. To follow teacher leads and needs in the development of content; and
3. To bring the teachers directly into the enterprise of program production.

The Building and District ITV Committees

To establish two-way communication, district and building ITV committees were formed. Each district committee would reflect the membership of the building committees below it and would contribute members to the ITV Council above. Their principal mission would be to serve as liaison between the Township people and the individual teachers, conveying information both ways, communicating the needs and wishes of the faculties to the Township staff, developing and allocating programming plans for the district, assisting in the maintenance of interest and utilization, assisting in the planning of workshops, etc. By the end of May this scheme was being implemented, and by June 7, 1966, summer workshops had been scheduled for each of the six elementary districts, those for the high school being individually planned on a departmental basis.

> "Workshops are being conducted for the faculties of each school district," reported one of the local newspapers, The Winnetka Talk, on July 21, "to demonstrate the new philosophy of helping rather than replacing teachers and to show that the network will be 'under their proprietorship.'
>
> "From an atmosphere of some scepticism at the start of a recent five-hour session for Glencoe teachers, the mood changed to one of ideas, with suggestions for TV lessons in all subject areas bursting forth from the faculty members."

By mid-July more than two hundred programs in some 25 series of up to 30 programs each were being discussed, planned, written, or readied for production in anticipation of the next school year. The FCC committee promoting use of the new 2500 MH channels in the Chicago area and Northern Illinois began to use New Trier as its model for equipment, organization, utilization, and philosophy.

Student Participation

However, it was not only the teachers who were becoming involved. About a hundred and fifty high school students were also participating, forming what the Coordinator called "'the backbone of our operation.'" The students were to be cameramen, stagehands, scenery builders, lighting and sound technicians, and everything else necessary behind the scenes.

> "'They've shown so much interest,'" The Winnetka Talk quoted Mr. Pirsein as saying (July 21, 1966), "that we might allow the students to produce and put on their own shows during the noon hour."

In fact, on June 7, 1966, the Council had approved Mr. Pirsein's request that he be allowed to explore and implement a possible 12 Noon to 1:00 P.M. show intended for the elementary schools and prepared by the high school students.

The Hardware

These plans were, of course, all preludes; nothing positive could take place without the hardware. Mr. Donald Ickes had initiated the purchase of equipment well before Mr. Pirsein arrived. It was he who had followed the experimental development of the 2500 MH ITFS, it was he who had pressed upon the Superintendents the advisability of seeking channels, and it was he who had been charged with filing the necessary application forms--a difficult chore, because "the FCC is very demanding in such matters." And finally it had been he who had recommended what hardware should be used.

Eventually, a "single supplier" concept was accepted. This was felt by the new Coordinator to be very important in the initial installation, because, should something go wrong during the warranty period, responsibility would be clear, while, otherwise, there would always be someone else to blame. Moreover, from February to July, 1966, it would be necessary to get along on an interim budget of $8,000, with nothing allocated for an engineer, and since Mr. Pirsein did not himself have an FCC license, it would be necessary to leave the installation largely in the hands of the supplier, Video Systems Incorporated.

For the prior three fiscal years the High School Board had been setting aside $40,000 a year for initial capital expenditures. Insofar as the transmission facilities were concerned, the High School District was assuming these expenses in toto in order to encourage the elementary districts to participate. The latter were to assume only the costs of the capital expenditures in their own school buildings--costs ranging from $1,500 to $20,000 per district. Thus, the High School would be paying about 70% of the project cost, with most of the money going for capital investment, including the studios and hardware to be placed principally in New Trier Township High School East, while the elementaries would spend the remaining 30%. This was important, because most of the elementary districts in the Township were at or near the $1.60 educational tax limit, while it was estimated that by 1970 the High School would require an educational tax rate of approximately $1.35, still well below the legal maximum. The final figure spent by the High School on the installation was approximately $118,000 and, therefore, less than had been budgeted.

During the summer of 1966 several fourth floor rooms in New Trier Township High School East were converted into a television suite--studio, control room, storage area, and general purpose office--at an estimated cost of about $17,000. Air conditioning was not included, it having been agreed to wait and "see how the studio is used."

The original package, designed and installed inside these facilities by Video Systems, Inc. of Chicago, used cameras and monitors from General Precision, Inc., Pleasantville, New York. There were two studio cameras, a film camera, lighting and audio equipment, a video-tape recorder, a four channel transmitter, and a microwave link. This made live broadcasting possible, as well as taping and the transmission of filmed or taped material from outside sources.

The four transmitters were located in two boxes of two each in a small room of their own, and near them were placed servicing equipment and a tube cabinet which was to be routinely re-stocked by a supplier. The tower on the roof immediately overhead was guyed in a special way to keep the antenna within tolerance even during high winds, since the signal would be so emitted that tower movement might otherwise drive it into the ground, creating a signal deficiency at the receiving schools. There was a disk on the tower to receive signals from New Trier High School West and there were two regular antennae, one for UHF and one for VHF.

All twenty-five buildings in the participating school districts were equipped at the outset to receive the High School signal, using special antennae and converters to bring the ultra-ultra high frequency signals down to very high frequency range, where they could be turned into pictures on unused VHF channels.

A few compromises had to be made in laying out the TV facilities. For example, both program and master control had to be located together, while the ceiling had to be taken out of the studio to make room for the lighting grid, and quartz-iodine lighting had to be used to save space. Moreover, there was not enough money to buy flexibility in lighting control, so a simple on-and-off switching system was installed.

Television Reception

There was no attempt at the outset to equip all the classrooms with receivers, or even with outlets. At the very beginning of his participation, Mr. Pirsein had recommended that, instead of hooking up one building completely in each district, all buildings be hooked up on a minimal basis, so that during the first year the signal might be delivered to as many people as possible. This meant that all the buildings would be equipped with receivers and converters, but that in some districts only from four to eight rooms per building would be given outlets. In many of the schools this meant that receivers would be largely confined to the multi-purpose rooms, making it necessary to move classes about the building in order to see TV.

By June 7, 1966, all the districts except Wilmette had approved the ITV Council Charter and were contracting with Video Systems for reception and installations, including the Zenith receivers that had been agreed upon as standard for the entire Township. By September 16, every school had a trunk line; Avoca, Glencoe, Kenilworth, Sunset Ridge, and Winnetka had most of their allotted outlets installed; and towers had been raised for all buildings except the West High School and some of those in the Wilmette system.

The ITV Staff

The most pressing staff need was for an engineer. Someone of quality was needed, someone who could not only handle normal maintenance problems and installations, but also work on the transmitters and design new components. His job would be to take care of the entire system. But it is difficult to locate such people, let alone to find someone both technically, administratively, and educationally oriented. The NAEB had a placement service, but the majority of the personnel listed were producer-directors. Finally, in midsummer of 1966, Jim Hahn, a young engineer at Marquette University, was hired for the job.It was possible to offer such a man something in addition to salary--a little less hectic a pace and being more or less his own boss.

Thus, at the beginning of the 1966-67 fiscal year, there were, in the system, a full-time coordinator, a full-time secretary, and a full-time engineer. The new budget added a half-time producer-director and aproduction intern, and the budget figure for the total staff salaries became $30,300.

The first year's staff was, therefore, slim. Mr. Pirsein did not yet know what the production scheduling was going to be--how big the system was to become. Under the circumstances, some were hesitant to put too much money into people. In the end, Mr. Pirsein came to feel that the staff was totally inadequate. Between February and September a lot of time had to be spent on administration, public relations, and meeting teachers. He himself had little time for executive production. Nevertheless, the budget, as drawn, required that the staff assume a number of production assignments.

The new Producer-Director, Mr. Richard Dienhart, was the former Northwestern intern at Skokie. An arrangement had been made with Superintendent Avery of Winnetka to split Mr. Dienhart's services, with half going to the Junior High and half to the Township ITV system. But the latter's half was not enough to meet the ITV production schedule; the new Producer-Director simply could not get things going before the end of the work day, because there was just too much to do.

The secretary was also overloaded, so that the only adequate regular staff job during the first year was engineering, which benefited from the fact that the installation was still under warranty, with Video Systems remaining responsible. As for the internship, it proved erratic; though one intern was excellent, a second was only acceptable, and a third had to be dismissed.

This staff shortage led to a heavy dependence upon unpaid student assistance, but student performance and reliability were found to be even more variable than in the case of the interns, on top of which there were difficulties in correlating the TV work schedule to the school's forty minute class periods.

Production

But the most difficult thing to get started was production--the making of instructional programs in the studio facilities of the Township system. It had been the strategy from the outset to involve the teachers in this effort, to get them not only to make suggestions, but also do much of the work. As a result, more than two hundred programs were being processed by the middle of Summer, 1966. The pressure became intense, and at the October 28 meeting of the Council, Mr. Pirsein announced that practically all emphasis was being placed by the ITV staff on the production of backlog programs. The $20,000 production budget, which included the cost of video tape and the rental of a VTR as well as the cost of production time, bore little relationship to the immense load the system was expected to carry.

As early as March 8, 1966, a Programming and Allocation Committee, headed by Mrs. Jeanne Baxter, now Vice Principal at Skokie, had been set up in the ITV Council to handle the growing flood, and its reports over the ensuing two years bore testimony to the production difficulties being encountered. On October 28 Mrs. Baxter asked the Council who should be empowered to approve and screen the programs. Councilor Loewenherz, of Sunset Ridge, felt that all offerings should be "the finest and of the highest standards, and that we must develop an effective method to sit back and look at our individual products." Mr. Stenvall, from the High School, suggested that the Coordinator ought to step in, but both the latter himself and Dr. Bock, of Avoca, stressed that Mr. Pirsein should not make decisions in matters of content. These were only the first few indicators that the number and quality of the programs were getting out of hand and that there was no "legitimate" way of doing anything about it.

On February 27 Mrs. Baxter remarked that the Programming and Allocation Committee was seriously considering suspending the production of all new programs until September of 1967. She also insisted that more guidance was needed from curriculum directors and superintendents, and the Council as a whole agreed that "a fuller development of our criteria of acceptance and approach to programming is now necessary following our initial experience." Later in the same session, Mr. Pirsein was directed to develop specific rental, etc., schedules for programs which might be leased or rented outside the Township. On March 20 Mr. Greenebaum moved that further program requests not in the advanced stages of planning be held for final approval until September 12, 1967. On May 27 Dr. Chaltas and Mr. Greenebaum made a preliminary report on the Programming and Allocation Committee's recommendation of a severe limitation on projects for the coming year. "While the initial period was excellent in its experimentation and trying of various programs via television, the Committee feels that the stress in the second year should definitely be on excellence and quality. The time, resources, and, of course, personnel, are limited, and maximum use must be made of all three of these areas." Following further discussion, Dr. Chaltas moved that the Programming and Allocation Committee be given discretionary power to approve programs for production subject to final approval by the Council, and his motion was seconded and passed.

What had transpired was clear enough, though no one could bring himself to spell it out. Involving the teachers had proved only too successful, and they had come up with an avalanche of ideas which they now expected to be expedited. But they themselves had neither the time nor the training to transform these ideas into finished programs, and the professional staff lacked the resources either to train them or to proceed without them. As a result, a great many low quality programs were being half done, and little of value was being accomplished.

What was needed was some firm decision-making mechanism for culling out the bad suggestions, keeping the work load to a manageable size, and allocating production resources such as to maximize the instructional benefits being sought for, but apparently no such mechanism was possible. First of all, it would have challenged the autonomy of the various districts, and secondly, it would have suggested that the teacher involvement strategy was simply a sham, designed to get the system established, after which the individual classroom would be brought under the curricular authority of the Township administration.

When, on April 24, 1967, on a motion from Mrs. Baxter, and on the recommendation from Superintendents Bristol and Collins that "the Curriculum Directors of the various Districts be drawn into the planning and preparation of the particular programs and program series," the duties of the Programming and Allocation Committee were assumed by the Curriculum Directors, "certain of the Instructional Television Council Members expressed concern lest the teachers in the Township feel as if they will be losing participation in the entire system." It was to the Curriculum Directors, then, that "discretionary power" had been voted on March 20, as mentioned above, but this formality actually changed very little. Instead, the Coordinator found himself being more and more pressured to make the necessary decisions himself and, in desperation, was finally compelled to seek some solution in a major appeal to the Superintendents.

The ITV Summer Workshop

Way back at the October 28 Council meeting, when Mrs. Baxter had raised the program approval issue, she had also suggested something which seemed to offer promise of mitigating the production difficulties, while, at the same time, retaining teacher involvement. This was a summer writing and "talent" workshop to be given by the ITV professional staff to selected Township teachers, who would thereafter "be in effect mainstays in their respective districts as regards production as well as writing." The idea was taken to the Superintendents by President Collins and later adopted by the Council at its January 23 meeting, where Mr. Greenebaum moved that,

> "participants for the proposed summer ITV workshop be selected on a Township basis and compensated from Township ITV funds and that a portion of their total time in the academic year be devoted to Township Instructional Television."

The motion was passed and Mr. Pirsein was directed to prepare the final working draft of the program for presentation to the Superintendents. By the following April 24, all but two districts had submitted teachers' names in application.

In the summer of 1967 twenty-three teachers completed an intensive five-week course in instructional TV. They were trained in production, from initial program planning and development, through the final presentation. In particular, the course covered script writing, lighting, visualization, and media characteristics.

> "Mr. Pirsein," said The Winnetka Talk for August 3, 1967, "noted that one of instructional television's shortcomings is the lack of trained teachers. The summer training program was aimed at developing a 'resource pool' within each participating school district. Throughout the next school year, the teachers who worked in the summer program will be helping the district ITV committee or may serve on the committee."

Beginning Operations

In the meantime, on November 21, 1966, broadcasting had begun, with a reduced program schedule for the remainder of the year and a TV Open House at the High School. Regular broadcasting began in January, and Mr. Pirsein "expected the station to be televising between six and seven hours a day by Spring." By January 23 he was urging the ITV Council members working with the district committees "to do all they could in educating teachers on the proper tuning of TV sets. Fully 75% of reported 'problems' are a result of improper tuning of TV sets."

On February 20, 1967, a teacher institute was held for the entire Township by TV, the various faculties viewing the program from their own schools. The subject was professional negotiations and consisted in a documentary, followed, after a recess, by a panel including some of the Superintendents, together with field representatives from both the AFT and the NEA. According to ITV Council members, the program was very well received, and it later won a State award.

The End Of The First ITV Year

In the ITV Council meeting of September 25, 1967, President Collins briefly noted the achievements and problems of the first full year. The Council itself, he pointed out, had "paved the way" for maximum teacher participation. The "experimental programming" of the "initial period" had been a step in the right direction, but now money was needed "for true quality programming." Moreover, facilities were inadequate; lack of video sources was limiting transmission output and the districts needed more facilities for full utilization.

Mr. Pirsein then listed the following as the most important action priorities for 1967-68: (1) intensive work on the improvement of program quality, (2) ITV curriculum development, (3)utilization, and (4) the development of utilization materials. He also emphasized that increased liaison with other institutions and agencies outside the Township might broaden the utilization base. Finally, he outlined a new method of program development which had already been approved by the Programming and Allocation Committee, and which would have the following five steps:

Step one: The establishment of need and interest.

Step two: The completion of an endorsement form.

Step three: Program pre-planning.

Step four: Production proposal.

Step five: Production.

According to this new plan, a teacher with an idea for a new program would communicate it to the ITV committee in his district, who would have the responsibility of recommending it to the ITV Council. The latter would then send out an endorsement form calculated to discover whether other teachers were also interested. Should such interest manifest itself, those expressing a desire to work on the project would be brought together to spell it out. After such pre-planning, it would go back to the district committee, which would decide whether it was ready for assignment to a production specialist--for example, a graduate of the ITV summer workshop. The duty of such a paid specialist, once assigned, would be to transform the outline into a script, to begin preparing visuals, etc. Finally, the project would come back to the district committee again for production approval. After such approval, responsibility for it would be taken out of the district committee's hands altogether and given to the Township ITV staff, although the participating teachers would remain involved to the end. After the program had been finished, the district committee would step in again once more to approve it for showing.

Mr. Stenvall and other members present at the September meeting cautioned the Council concerning the need for adequate time to be given to teachers and others concerned in order to develop quality programs. Mr. Pirsein and Superintendent Collins assured Mr. Stenvall that the Superintendents were cognizant of such a need and had made it a key point in an all-day meeting to be devoted to discussing ITV in the Township.

The Problems Of The First Year

In this sequence of reports it is clear that neither the quality nor quantity of production had come up to expectations, nor, for that matter, had the degree of utilization. In part, this was certainly due to the fact that the teacher involvement strategy had clogged the works of production. Not only was much of what the teachers had suggested impracticable, but the teachers themselves had neither the know-how nor the time to carry out program development. Moreover, there was no coherence in the overall program, which came up from all directions at once, with no inherent correlation of individual teacher objectives to more comprehensive objectives for the Township as a whole.

However, it seems equally clear that both the quantitative and qualitative aspects of the production failure were also due to something far more fundamental than the teachers' inadequacies--to something such inadequacies tended to disguise--namely, that for the kind of results expected, the entire operation was inadequate in facilities, revenue, staff, and experience. Donald Ickes had not really been "realistic" when he had told the Boards "that television production need not be expensive, that it could be of the home grown variety." The districts were not willing to accept that kind of quality, but neither were they ready to pay the cost of producing anything very much better.

Moreover, on top of all this, there was no real agency within the Township either free or qualified to do something about the situation. The ITV Council suffered from its inability to make binding decisions, being little more than a "vestibule" organization for the deliberations and decisions of the Superintendents, most of whom were, for their part, far too busy with other matters to maintain an administrative control of Township ITV. Furthermore, even the Superintendents were compromised, in that no mechanism other than unanimity existed for reaching decisions among the seven districts. In fact, the only agency spanning all those seven districts and in full administrative knowledge of what was happening was the ITV staff structure itself, and it was no doubt for this reason that Mr. Pirsein found himself continually being pressured to assume an overall authority. However, he was much too canny to permit himself to do so, apparently sensing that because he was not a content person, the pressure for him to assume authority constituted a latent threat to the operation as a whole.

In the very beginning great emphasis had been placed on the idea that the role of the ITV Coordinator should be primarily concerned with content, but the Township had not been able to find anyone versed in ITV who also had this additional qualification. Consequently, to permit Mr. Pirsein to sit in judgment on the acceptability of instructional programs would have seemed like letting an architect diagnose medical patients or a lawyer pass on the structural adequacies of a building. As had already been demonstrated at New Trier with regard to social studies, the teachers were reluctant to have curriculum prescribed in detail by their own educational administrators--even by other teachers--let alone by people under thirty years of age and from outside the classroom. Finally, this reluctance was not simply a thing of the teachers; the administrators felt it too, because they had been teachers, and they conceived it as the essence of their business to know educational content.

Nobody was more conscious of all this than Robert Pirsein, who had often and patiently made most of these points himself. And so, faced with a situation which he saw as endangering the entire project, he called upon the Township Superintendents to make a few very fundamental decisions.

The Zion Conference

These decisions were made at the Zion Conference, called such because it was held in a Northshore community by that name. The meeting lasted two days and brought about a general re-organization of New Trier Township ITV policy.

> "The Superintendents were unfamiliar with ITV operations," said one of the Council members. "They had the idea that programs could just be rolled out. The meeting gave them better knowledge about facilities, personnel, and utilization, and a better idea of what could, and could not, be done."

Two of the seven districts wanted to do away with local production altogether, placing the entire emphasis on syndicated programs, but they were effectively overruled by the other five, and it was finally concluded that

1. Quality would be stressed, the ITV staff being instructed to achieve this in production even at the expense of quantity;
2. The ITV Coordinator would be empowered to secure funds to effect this quality program from outside sources; and
3. In order to assure the desired quality, programs were not to be aired until the combined Curriculum Directors had given their approval.

Moreover, instead of accepting suggestions for production on a first-come-first-serve basis irrespective of the sort of program suggested--a procedure which led to a scattering of efforts--there would henceforth be a concentration at the Township level upon limited curricular areas to be designated by the Curriculum Directors. (This "rifle shot approach" was to lead subsequently to high production priority for the Township Social Studies Program of Mr. Jack Spatafora.) However, certain specials and district programs would be developed at the same time, something which Mr. Pirsein felt would be possible through proper utilization of the summer workshop trained Township Production Specialists.

> "Someone, however, must make the final decision as to how much District programming can be in the planning, as well as production, stage."

Such a decision would be made by the Districts themselves for the District programs and by the combined Curriculum Directors for the Township programs. However, the ITV Coordinator would determine the amount of programming the ITV staff and Production Specialists could handle, and he would also determine scheduling.

> "I assure you," wrote Mr. Pirsein to the Superintendents, "I will not repeat the 1966-67 school year acceptance and scheduling problems. If an individual district wants to appeal a decision of the Coordinator, they may do so to the Curriculum Directors."

The ITV staff would have final authority inside the studio, passing on the suitability of on-camera personnel, and

Mr. Pirsein was authorized to effect a para-professional staff of ITV production personnel to assist in the efficient production of shows. Certain students would receive remuneration under this plan, while the Township Production Specialists were to be utilized in specific units and to receive adequate release time and/or monetary compensation for their efforts.

One very important suggestion made was that each Superintendent appoint a half or full-time District ITV Coordinator to assist in and promote both production and utilization. Primary emphasis in capital improvement was to be put upon air conditioning for the TV suite, the production facilities at the High School, and further outlets in the elementary schools.

Subsequent Developments

Towards the end of November, 1967, an additional person, R. Dennis Fraser, was hired for the ITV staff. Mr. Fraser had had broadcast experience, and he had also been a student at New Trier High School East in the earlier days with Mr. Ickes. In the same period, the Intern program was dropped for the rest of the school year, and by the end of the following February a third VTR was in operation.

Meanwhile, on January 1, 1968, an application was submitted for an ESEA Title III grant of funds to make possible staff utilization in television programming. The stated objectives were:

1. To utilize the talents and resources of our teaching and professional staffs effectively, efficiently, and economically in the planning and production of Instructional Television programming;
2. To provide genuine creative and scholarly opportunities for outstanding teachers in the cooperating districts while encouraging them to remain in the classroom; and
3. To utilize Instructional Television as a means of involving more teachers in general curriculum development.

The application was turned down at the State level for reasons not fully ascertained. Had it been granted, it would have supported thirty teachers during an eight-week summer workshop in 1968, given release-time-stipends to teachers for developing specific programs or series during the school year, provided a full-time equivalent of fourteen teachers to work in ITV curriculum and production during the school year, and supplied funds for the evaluation of various alternative planning-production sequences. The total amount requested was $202,500.

III

THE SITE VISIT TO NEW TRIER: ITV TODAY
MARCH AND APRIL '68

PART 1: UTILIZATION

Hardware

The High Schools

There are outlets in all the instructional areas of the new high school, and the old high school will be equally well equipped by next year. However, there are only 12 receivers in each building--about one to every 238 students in the high school system--and present plans are to add only five to each building a year. Moreover, many of these sets are located in non-instructional areas and are, therefore, not always available for teaching. It would take about 200 additional receivers to provide a set for every 25 students in the two schools. Allowing liberally for backup equipment, the cost would certainly come to no more than $50,000, a significant sum, but small in terms of the normal operating expenses of the district. Thus, despite its rather heavy initial investments in ITV, the high school district does not seem intent upon expediting utilization. There are no doubt a great many reasons for this situation, but the principal reason is not difficult to find. The vast majority of high school teachers have taken a stand against television--not because they believe it lacks instructional values, but because it is paid for out of the educational fund and is therefore competitive with teachers' salaries. This fact is stated frankly by both teachers and administrators.

The Elementary Schools

Most of the elementary districts are better outfitted with receivers than the high schools, although some of them are much more poorly equipped with outlets, which latter are also often placed in other than classroom areas.

DISTRICT	ENROLLMENT	OUTLETS	RECEIVERS	STUDENTS PER RECEIVER
Kenilworth	650	26	21	31
Sunset Ridge	843	42	30	28
Avoca	1500	31	21	71
Glencoe	1963	36	21	93
Winnetka	2320	74	62	37
Skokie J.H.	850	50	50	17
Elementaries	1470	24	12	123
Wilmette	4949	96	22	243

Only at Sunset Ridge, Kenilworth, and Skokie are all or almost all of the instructional areas equipped for television. In other schools the teachers must "procure" receivers when they need them, or take their children to some other room in the building. In those districts where outlets are in short supply, it is often necessary to string cords from one room to another.

Records

The Township ITV staff have no records of ITV utilization in the schools. What they know, they know indirectly, through the ITV Council and the District Committees, or by inference from the program requests sent into the studio. However, in those districts with ITV Coordinators, familiarity with the extent of utilization is growing, particularly through frequent personal contacts with the individual teachers. In a few districts, "utilization forms" are carried on the sides of receivers, to be filled out by the teacher after each program used.

No clear reason could be discovered for the failure to measure utilization. However, several contributing factors could be "felt" in the situation. First of all, the policy of non-imposition, under which no teacher is compelled to use ITV, makes it difficult to compel those who do use it to report the fact. Secondly, the ITV center is distant, inadequately staffed for surveillance, and without any real administrative authority. It operates staff-wise, more than line-wise, and is forced to depend for communication upon the autonomous channels of the individual districts, which are more pressingly concerned with their own matters.

School Visits

One school in each of the six elementary districts was visited during school hours. None of the visits were prearranged, but at all times the researcher was accompanied by an official representative of the District. In each case, except the last, the vast majority of rooms was visited and a great many teachers were questioned, either in their own classrooms or in other areas. The final visit--to Skokie Junior High--was cut short by insufficient time.

In all of these visits, just three television programs were discovered in progress, all three in the same school and all three commercial broadcasts. Two of these were in empty rooms, and the third was being watched by a small group of children awaiting the return of their teacher. This lack of utilization was as great in schools well equipped with receivers as in those with few. The high school story was the same. Everybody connected with the high schools readily admitted that utilization was practically nil.

When the elementary teachers were asked whether they made use of television, the majority said they did, but only two or three times a term. A few high school teachers said they used TV regularly, but most denied using it at all. However, neither the high school teachers nor the elementary teachers had made any significant use of such specifically teacher oriented broadcasts as Focus, the previews, or the in-service programs.

The Reasons Given For Not Utilizing ITV More

Almost none of the teachers took a categorical position in explaining their failure to make use of ITV. On the contrary, most of them made specific suggestions concerning how the medium might be put to good use. What they found fault with were the system for distributing the programs and the programs themselves.

The most frequent objection made by the teachers was that the materials offered were simply not relevant to what was going on in their classrooms. The strategy of teacher involvement had not generated the number and kinds of programs that were necessary. Entire subject areas were left with nothing or almost nothing, that could be fitted into their regular schedules. One intermediate Mathematics teacher, who had formerly written copy for commercial television and was well disposed towards utilization, complained that she could find only one broadcast relevant to her classes.

Everywhere in the Township the pattern of use in the schools showed the same type of irregularity, for in every district it was the same teachers who utilized or failed to utilize. Except at Skokie, where the situation was idiosyncratic, math and language did almost nothing with television, while social studies teachers often made use of from one to two programs a week in each of their classes, even though this sometimes required making prior arrangements, moving the children to distant viewing areas, or stringing a cord to some other classroom with an outlet.

Primary teachers also made relatively high use of ITV.

There are reasons for supposing that both primary instruction and the social studies are more adaptable to the television medium than some of the other curricular areas, at least under a support philosophy. In the primary school, for example, the teachers feel a greater need for outside help in such technical areas as science, while in the social studies the looser organization of the subject matter and the lesser need for constant drill and sequential presentation facilitate the inclusion of enrichment materials that are related to specific course goals only indirectly and in the long run. Interestingly enough, the distinction between these studies and such others as mathematics and English composition, which seem less adaptable to the television medium, is fully commensurate with the distinction between skill and creative subjects made by Washburne at Winnetka long ago.

In any event, whatever may be the intrinsic relationship between ITV, on the one hand, and the primary and social studies, on the other, it is quite clear that, operationally, New Trier Township Instructional Television is at present focused on precisely these latter two areas. Everywhere the teachers recognized this fact and commented upon it. Indeed, the emphasis upon social studies had been quite explicitly made the policy of the Township in the wake of the Zion Conference.

A far more serious objection made everywhere was that most of the programs were poor and therefore not worthy of use. That such an assertion was accepted as valid by those responsible for ITV is indicated in the minutes of the ITV Council itself, as well as in the Zion resolutions, which accorded priority number one to the achievement of quality. However, the best single index that quality was indeed a dominant factor was the almost universal teacher agreement on the high merit of Places in the News, All About You, and Your World and You. To judge from the statements of perhaps sixty to seventy elementary teachers, these three series accounted for the major part of total utilization. The first was a canned current events weekly from New York directed to the intermediate grades, the second a science series from Lincoln, Nebraska, for the primary children, and the third a general enrichment program for the primary, dealing with local affairs and featuring Mary Wolfington, the talented Glencoe teacher with TV experience who now serves as her District's full-time ITV Coordinator. Outside of these three, the only items consistently mentioned were the programs of Jack Spatafora, some of which (e.g., the Protest Music) were thought to be good and were utilized widely.

Many complaints, however, had nothing to do with either the content or quality of the programs, but focused upon their distribution. Fault was found in some districts with reception, which, in the beginning, must have been differential in quality, for part of the equipment had to be redesigned. But the teachers themselves seem to have been at fault also, for the ITV Coordinator complained to the district committees that many of them did not seem to know how to tune their receivers.

Scheduling was also a problem. Mr. Pirsein had foreseen this and warned the ITV Council about it. In a voluntary utilization system, it was necessary to fit the broadcasts to individual teacher needs, which meant repeating each popular program a considerable number of times. The effect of such repetitions was to reduce the four channel system to something operationally much smaller, and even these repetitions within the week proved unsatisfactory, for the teachers found that the proper "pacing" of the class demanded variations, not only within the week, but by the week.

Furthermore, many of the teachers claimed that even the regularly scheduled programs could not be relied upon, that the ITV staff sometimes changed the schedule without giving prior notice to the teachers in the schools. One science teacher, for example, waited twenty minutes with his class for a program which never came on. This was not an eccentric complaint, but one made even in districts highly committed to the medium. And, for that matter, the investigator was present in the studio when precisely such an omission was discovered. It was clear that the small ITV staff had far too much to do to be held to an impeccable operational accuracy.

Finally, the teachers found fault with the logistics of the situation. It was necessary in some districts to go out of one's way to reserve a TV set or a TV room, or to arrange with another teacher for the use of a TV outlet. And, unless the scheduled broadcast fell in an available slot, one had to make arrangments with the studio for an alternate broadcast time. Moreover, in order to find useful programs, it was necessary to spend time previewing and becoming versed in the innumerable schedules and poop sheets sent down from the Township center, after which one had to develop one's own supplemental materials, figuring out how to work the program into the rest of one's course. All in all, utilizing ITV was a chore, which, considering the problematical nature of the material offered, simply did not seem worth it to many of the teachers, who felt that class time could be spent far more productively in other ways.

This is not to say that the resistance of the New Trier Township teachers was wholly based upon the sort of "objective" factors already mentioned. There was also a frankly stated "point of view" concerning what the teachers thought ITV itself was worth in the classroom. Many volunteered the thought that "TV could not replace the classroom teacher," because the important things in teaching were "activity" and "creativity." To the suggestion that the medium could bring in from the outside certain kinds of experience the teacher could not otherwise readily provide, the teachers almost all agreed, stating that it was precisely here where ITV could help--by supplementing the teacher's own efforts. But even in this case, some of them looked upon television as essentially "passive" and felt it would be better to bring in "real" things that the children could manipulate and work with directly.

In a sense, such attitudes might be taken as the reactions of the teachers to a threat, but it is important to remember that the New Trier Township schools followed a philosophy focused upon the individualization of instruction, and the teachers were chosen to expedite such a philosophy. They were experts in their lines, and they knew it, but they were also self-directed, and even their rooms bore witness to the extent of their individuality. Such individuality is not completely harmonious with the kind of ITV operation in which the expenses of good programming are met by standardizing the system. Indeed, several of the teachers were quick to put this point their own way, by suggesting that television might serve a better function in less advantaged communities, where the teachers were not as well prepared and the children lacked as high an understanding.

The View Of The High School Teachers

More than a dozen high school teachers, several of them department heads, were interviewed at considerable length. Almost all observed that TV utilization in the high schools was tiny, that the orientation of the Township system seemed to be towards the elementary schools, and that, as members of the teachers' association, they objected to expenditures on TV, because such expenditures were in competition with teachers' salaries. They also made innumerable suggestions as to how ITV ought and ought not to be used.

"A film might be good for introducing a student to typing," said one of the business teachers, "because in the beginning he needs a visual model, but afterwards, during the skill training, it doesn't work." At the same time, one of his departmental colleagues suggested that broadcasting such individual film packages as How To Find A Job, How To Be Successful In An Interview, or Business Etiquette would be of great use in vocational preparation. Here again we find the distinction noted earlier between skill and nonskill subjects. And, that distinction cut across the entire high school curriculum. "Perhaps," said one of the Advisor Chairmen, "TV could produce good guidance films on such things as study habits. The kids are in class with their advisors twenty minutes every morning, and yet nothing is broadcast for this." One teacher of the Educationally Mentally Handicapped children used television just as often as she could find programs that would interest her kids, because she was able to utilize that interest to train their memories and powers of observation and to get them thinking. On the other hand, one veteran Mathematics teacher could see very little application of the television screen to her department. The important thing for the student in Math, she said, is "*doing* something, not watching someone else do it." And a spokesman for the English Department expressed herself similarly:

> "Visual presentation doesn't relate to what we're trying to do. We're trying to teach the language. (Dramatics and speech are located in other departments). Showing a play is of no value to us, except, perhaps, *after* instruction, just to wrap things up. It's the text we have to teach from."

It is not only with regard to television that the distinction holds, but also with regard to film. Of the 478 motion pictures listed for use in the high school, 41% were in the area of social studies and only 11% in the language arts (the latter being taken to include Speech and Drama), while there was nothing for Mathematics at all.

The Use Of Films In The High School

If the use of ITV was almost nil in the high schools, the use of film, though not extensive, was well developed, particularly in the Social Studies area. For example, in the Second Semester of 1967-68 at New Trier East, 13 films were used in Modern History, 13 in United States History, and 11 in World History.

The History classes are the largest consumers of motion picture material, with the science people ranking next. Driver Education has a full film program, Business Education uses a great many films, and Technical Arts is launching into an 8mm program under which students will be able to teach themselves. Physical Education also uses 8mm and makes its own films of the football games. English has used very few films heretofore, but an interest is beginning in the Encyclopedia Britannica series. Finally, the Mathematics and Foreign Language Departments make very little use of motion pictures, focusing instead upon overhead projectors, film strips, and tape recorders. (See Table XII.)

Without actually calculating class counts, it is difficult to develop film utilization figures for the high school, since the curriculum is very large and much of it elective. (The District's 1967-68 Curriculum Guide lists 215 courses offered.) But one can get an approximate idea by considering those courses which are both required for graduation and clearly shown in the list of films to be used. These are two, United States History and Driver Education, which, taken together, utilize 46 motion pictures. If the

Table XII

LIST OF FILMS TO BE USED DURING ACADEMIC YEAR 1968-69 NEW TRIER EAST

SOCIAL STUDIES

History

Far East	30
World	28
Modern	26
Latin American	25
United States	23
Russian	14
Total	146

Social Science

Geography	26
Social Studies	10
Sociology	9
Social Service	8
Political Science	3
Total	56

Total Social Studies	202

SCIENCE

Science	72
Biology	3
Health	3
Physics	2
Total	80

TECHNICAL ARTS

Automotive	42
Technical	9
Photography	8
Home Economics	7
Total	66

LANGUAGE ARTS

English	17
Classical	10
Reading	10
Speech-Drama	7
Films	7
Modern Languages	1
Total	52

BUSINESS EDUCATION	26
DRIVER EDUCATION	23

PHYSICAL EDUCATION

Boys	15
Girls	6
Total	21

MUSIC	4
E.M.H.	3
SPECIAL EDUCATION	1
GRAND TOTAL	478

student is in subject classes six periods a day, 36 weeks of the year, then the periods containing these 46 motion pictures make up about 1% of student classroom time. But a second year of social studies is also required, together with a year of laboratory science, four years of physical education, and four years of English, so that the utilization figure must be some multiple of 1%. However, calculations with the list of films suggests that 4% would be much too high and that something between 2 and 3 percent is far more plausible. At any rate, the utilization of film at New Trier High School East is certainly of that order.

Of course, the teachers are not required to use films, and some teachers use only a part of the series for a course. But according to Mrs. Dodge, who administers the film program in the High School, most of the teachers use the whole of such a series and always have. "The Social Studies classes," she said, "use the ones that have been set up for them."

Mr. Ickes is in charge of the film program for the High School District, Mrs. Dodge serving as his Assistant at New Trier East. It is she who confers with the teachers, secures the films, and does the scheduling. Once a year she sits down with the teachers to go over their programs. For example, each area of History has a representative who meets with her to decide what to use for the next year. If Mrs. Dodge runs across something that looks good, she brings it in for preview, a job usually delegated by the Department Head to some teacher in particular, the remainder of the teachers adding their evaluations on forms filled out after the first showing.

Almost all of the films are rented--usually from such sources as the State University Library, but, when necessary, from the more expensive commercial houses. Rentals are most often for from three days to a week, but occasionally for one day only. The bulk of them are ordered by the end of the school year, for the year to come.

Like the ITV budget, the budget for the Audiovisual Department came out of the Educational Fund. However, film use was never resisted for competing with teachers' salaries. First of all, there were no major installations to attract attention. Secondly, the system grew up slowly and was already established before the Teachers' Association crystallized as a bargaining agency. Third, the film rental was small, at least in comparison with the production funds the proponents of TV would have liked to see made available. And finally, major pieces of equipment, such as projectors or canned film series, were bought only occasionally, and then outside the budget on special appropriations of their own.

Three film series are owned by the Department--Physics, Chemistry, and Biology--each of which cost in the neighborhood of $5,000. The film rental for 1967-68 was $2,520. No projectors were bought in that year, but ten the year before, four going to New Trier West (which is on its own, separate budget). (See Table XIII.)There had been no purchases of projectors during the four previous years. $850 was budgeted for student help in 1967-68. The permanent staff included Mrs. Dodge and Mr. Ickes, the latter dividing his time between the two schools.

Table XIII

1968 INVENTORY OF AUDIOVISUAL EQUIPMENT AT NEW TRIER HIGH SCHOOL EAST

16mm. films	300 (approx.)
16mm. sound projectors	25
35mm. filmstrip-slide projectors	13
35mm. automatic slide projectors	2
Opaque projectors	5
Overhead projectors	14
Screens	50 (approx.)
Carts	15 (approx.)
TV set-ups (camera, monitor, videorecorder)	2 (portable)
Film splicers (16mm.)	2
Film editor	1
Copying machines	2
Laminating machine	1
8mm. cartridge projectors	2
Slide viewer (portable)	1
Filmstrip viewers (portable)	3
Filmstrip-record viewer	1
Filmstrips	650 (approx.)
Tape recorders	24
Tapes (recorded)	75 (approx.)
Record players	11 (portable) 11 (table)
Records	900 (approx.)
Record cutter	1
Portable public address systems	3
8-station listening systems	2

The use of films at New Trier East shows that significant numbers of teachers do not resist audiovisual programming, nor do they refuse to use it in a planned and departmentalized way. Where resistance does occur, as in Mathematics and the Language Arts, it is based upon specific pedagogical arguments, which, right or wrong, are a far cry from sheer inertia or reaction to threat. Moreover, there is no insistence upon the part of the teachers that they participate in the production of the films.

Of course, the system for utilizing motion pictures at the New Trier High Schools is wholly one of teacher support. The films to be used are chosen by teachers, and they do not have to be used if the classroom teacher does not want to use them. Furthermore, their quality is high, because they are selected through preview from a very large stock of offerings and nothing is accepted unless it is considered by the teachers themselves to be wholly satisfactory. Finally, the films do not take the teacher's place in the classroom, but contribute visual presentations of information he would otherwise have to bring in through books and static graphics in a far less satisfactory way. The Audiovisual Staff does not determine content, because it has no control over either film production or the final selection of films to be made. It serves, rather, as an agency for expediting the teacher's utilization and saving his time.

Actual ITV Broadcasting

What goes out over the air from the Township ITV studio is made up of two parts, (1) a basic schedule chosen by the Staff in conjunction with the Council, and (2) requests called into the studio from the teachers and taken down on forms provided for the purpose. (See Table XIV.) The number of these forms is used by the ITV Staff as a rough index of the utilization taking place, and so it is interesting that, in perusing the forms for two weeks, chosen at random, we find the requests from the high school to constitute from 40% to 50% of the total. Since high school utilization is acknowledged by everyone to be small, this hints at the limited utilization in the elementaries.

Table XIV

TWO WEEKS OF REQUESTS RECEIVED AT NEW TRIER ITV FOR PROGRAMS

	Week of March 4-8, 1968				Week of March 18-22, 1968			
DISTRICT	No. Of Requests	No. Of Programs Requested	Soc. Stud. Programs	Total Perf. Requested	No. Of Requests	No. Of Programs Requested	Soc. Stud. Programs	Total Perf. Requested
AVOCA	4	3	0	7	1	1	0	1
GLENCOE	2	2	1	2	2	2	0	3
NEW TRIER HS	11	8	6	14	4	4	3	4
SUNSET RIDGE	5	5	3	19	0	0	0	0
WILMETTE	7	3	2	12	4	4	1	6
WINNETKA	3	3	1	4	1	1	0	1

The requests and basic schedule taken together make up the daily log, which lists the programs aired, the number of performances of each, the broadcast times, etc. The tabulated data from the logs for two weeks, the first in December, 1967, and the second in April, 1968, are given below.

Table XV

DAILY PROGRAMS - 12-11-67 TO 12-15-67

DATE	BROADCAST TIME	NUMBER OF DISTINCT PROGRAMS	NUMBER OF DAILY PERFORM.	VTR	FILM	CHANNELS	TITLES OF SERIES	# OF PROGRAMS	TIMES SHOWN
12-11-67	440 min.	8	23	6	2	8-10-12-13	Inquiry	3	4
							All About You	1	4
							Films	2	6
							Burr-Hamilton	1	1
							APL Computer #1	1	8
12-12-67	212 min.	7	12	5	2	8-10-12-13	Inquiry	2	2
							All About You	1	2
							Films	2	6
							Language Arts	1	1
12-13-67	235 min.	5	16	3	2	8-10-12	Inquiry	1	1
							All About You	1	2
							Your World & You	1	5
							Films	2	8
12-14-67	297 min.	7	15	4	3	8-10-12	Inquiry	1	1
							All About You	1	2
							Your World & You	1	3
							Films	3	8
							APL Computer #1	1	1
12-15-67	228 min.	4	10	3	1	8-10-12	Inquiry	1	1
							All About You	1	2
							Your World & You	1	1
							Films	2	6
TOTAL:	1412 min.	31	76	21	10				

Table XVI

PROGRAMS AIRED FROM 12-11-67 to 12-15-67

PROGRAM TITLE	TYPE	LENGTH	TIMES SHOWN	TOTAL TIME SHOWN HRS.	MINS.	Total Min.
A.P.L. #1	VTR.	18 min.	9	2 -	42	(162)
A.P.L. Computer #1	VTR.	18 min.	1		18	
All About You (In the Beginning)	VTR.	15 min.	12	3		(180)
Burr-Hamilton #2 (S.S.20)	VTR.	20min.	1		20	
Films						
Christmas Through the Ages	Film	15 min.	3		45	
Christmas Rhapsody	Film	11 min.	6	1 -	6	(66)
Hare and the Tortoise	Film	11 min.	4		44	
Library-Place of Discovery	Film	16 min.	3		48	
Mr. Chairman-Parliment.Law	Film	13 min.	3		39	
Puss in Boots	Film	16 min.	3		38	
Renaissance	Film	26 min.	6	2 -	36	(156)
William Shakespeare	Film	25 min.	6	2 -	30	(150)
Inquiry						
Jonathan Mole	VTR.	30 min.	1		30	
A.S.C.D. Report	VTR.	45 min.	4	3		(180)
N.U. Panel	VTR.	30 min.	4	2		(120)
Language Arts - Wallace	VTR.	25 min.	1		25	
Your World and You	VTR.	15 min.	9	2 -	15	(135)

Only 17 programs were shown during the week, with a total of 349 minutes or 5 hours, 49 minutes of broadcast time. Of the 76 performances, 34 or about 46% were preview films, while a canned series, All About You, accounted for 12 or 16%. The locally produced series, Inquiry and Your World and You, were shown 18 times or 24%. Total viewing time for each program is shown in the table above.

Table XVII

DAILY PROGRAMS - 4-15-68 TO 4-19-68

DATE	BROADCAST TIME	NUMBER OF DISTINCT PROGRAMS	NUMBER OF DAILY PERFORM.	VTR	FILM	CHANNELS	TITLES OF SERIES	# OF PROGRAMS	TIMES SHOWN
4-15-68	609 min.	6	20	5	1	8-10-12-13	Inquiry	3	12
							Places in News	1	4
							Films	1	3
4-16-68	520 min.	7	14	5	2	8-10-12-13	Inquiry	3	6
							Films	2	3
							New Americans	1	4
4-17-68	341 min.	9	19	4	5	8-10-12-13	Inquiry	2	8
							Films	5	5
							Your World & You	1	5
							New Math	1	2
4-18-68	372 min.	10	24	4	6	8-10-12-13	Inquiry	1	5
							Films	5	9
							Land & Sea	1	1
							Focus	1	5
							Math,Dr. May #14	1	1
							Your World & You	1	3
4-19-68	548 min.	9	21	5	4	8-10-12-13	Inquiry	2	6
							Places in News	1	6
							Films	4	6
							Wordsmith #7	1	1
							Focus	1	2
							Your World & You	1	1
TOTAL:	2390 min.	41	98	23	18				

Table XVIII

PROGRAMS AIRED FROM 4-15-68 TO 4-19-68

PROGRAM TITLE	TYPE	LENGTH	TIMES SHOWN	TOTAL TIMES SHOWN HRS.-MINS.	Total Min.
Focus	VTR	20 min.	10	3 - 20	(200)
Films					
Army Ants	Film	19 min.	1	19	
Energy and Work	Film	11 min.	1	11	
Forces	Film	14 min.	2	28	
The Frog	Film	11 min.	3	33	
Insects and Their Houses	Film	11 min.	1	11	
Introducing Shapes & Lines	Film	11 min.	1	11	
Percent - How and Why	Film	11 min.	1	11	
Posture Habits	Film	11 min.	1	11	
Protozoa - One Celled Animal	Film	11 min.	1	11	
Rocks that Form on Earth	Film	16 min.	3	48	
Robert Frost	Film	30 min.	5	2 - 30	(150)
Tuffy the Turtle	Film	11 min.	1	11	
What Happens in Hamlet	Film	30 min.	2	1	(60)
What is Electric Current	Film	14 min.	1	14	
Inquiry					
The Hat	VTR	30 min.	5	2 - 30	(150)
The Hospital	VTR	13 min.	7	1 - 31	(91)
Jo Mapes	VTR	40 min.	4	2 - 40	(160)
Life in the Thirties	VTR	60 min.	7	7	(420)
The Policeman	VTR	16 min.	5	1 - 20	(80)
Slum City	VTR	60 min.	5	5	(300)
Tumin Telecture	VTR	40 min.	5	3 - 20	(200)
New Americans	VTR	20 min.	4	1	(60)
Land and Sea	Film	15 min.	1	15	
Math - Dr. May #14	VTR	30 min.	1	30	
New Math #13 and 14	VTR	60 min.	1	1	(60)
Places in the News	VTR	20 min.	10	3 - 30	(210)
Your World and You	VTR	15 min.	9	3 - 30	(210)
Wordsmith	Film	25 min.	1	25	

During the week of 4-15-68 to 4-19-68, 29 programs were shown, with a total of 676 minutes or 10 hours and 16 minutes of broadcast time. Of the 98 performances, 27, or about 27%, were films while the canned series, Places in the News, accounted for 10, or about 10%. The New Trier Township programs, Focus, Your World and You, Dr. May's Math, and Jack Spatafora's Inquiry were shown 62 times, or about 63% of the total.

It is noteworthy that broadcasting in the April week was up nearly 30% over the December week in performances, 70% in programs, and almost 100% in broadcast time. Moreover, relative film time had been cut in half, while the time devoted to local productions had far more than doubled.

Summary Of Utilization

Utilization rates at New Trier, though not easily ascertained, are certainly low. Investigation at the high schools showed that, while a few teachers made use of ITV, the overall rate was almost nil. It was certainly much less than the rate for film, which was perhaps a little more than 2% in terms of the number of class periods using motion pictures. Visits to the elementary schools suggested that, except at Skokie, TV was seldom seen by students more than twice a week, and probably less than that by the average student. If the elementary student took the equivalent of five subject classes a day five days a week, then the estimated utilization would be, at the very best, 8% in terms of the number of class periods making use of ITV, and, since most of the elementary ITV programs are beneath a half-period in length, the absolute utilization time would in all probability fluctuate somewhere well beneath 4%--making it, perhaps, not too different from the utilization rate for films in the high school. Since the elementary schools also made use of the motion picture, the total rate for audio-visual presentation was certainly somewhat higher, although figures for film use were not available.

There was little utilization of either ITV or films in the skill subjects. The focus was on social studies and the qualitative aspects of elementary science; in grade level, it was on the elementary, particularly the primaries.

The principal reasons offered for non-utilization were inapplicability of the programs to the subject or grade-level areas of the teachers concerned, low program quality, and such logistical difficulties as scheduling, reception quality, the availability of equipment, etc. Use of films in the high school suggested that there is no categorical resistance to the use of visual aids. Resistance to ITV related to the reasons already given above and to competition with teachers' salaries for educational funds. Despite such resistance, broadcasting had doubled in the four months immediately prior to the investigation. This fact is particularly significant when one considers that the station had been on the air for only a year and a half, the first several months of which were devoted to a shakedown of the technical system.

Secondary Uses of Television

The New Trier Township ITV network was not used in the secondary ways so largely developed at the neighboring high school in Evanston. It was not used to cover student activities or to carry on the daily routine business of high school affairs. Mr. Pirsein was conscious of these avenues for television utilization but had determined not to enter them until, and unless, there was a positive call. On the other hand, the system was used for student testing and for inservice training, although the latter was seriously compromised in that the teachers got no credit for the time they spent attending such programs.

There was one aspect of television, however, that was highly regarded in several departments of the high school district, that had been utilized to one degree or another in each of them, and that lay largely outside the interest of the Township system: mirror television, a utilization form of single-room television. In this form of utilization the entire camera chain is in the classroom and under the control of the teacher. One of the swimming coaches at New Trier himself owns such a camera chain, with which he videotapes his champions in the water, then brings them out to watch their own performances while he offers suggestions. The same system has been used in gymnastics, and one of the instructors there is doing a thesis on it as an instructional technique. Another instructor is doing a thesis on the use of mirror television in speech, and the method has been suggested for such areas as drama and socialization. Finally, a faculty member from Northwestern brings his own camera chain down to record new teachers in action, so that they may be aided at the outset in overcoming bad but correctable classroom habits.

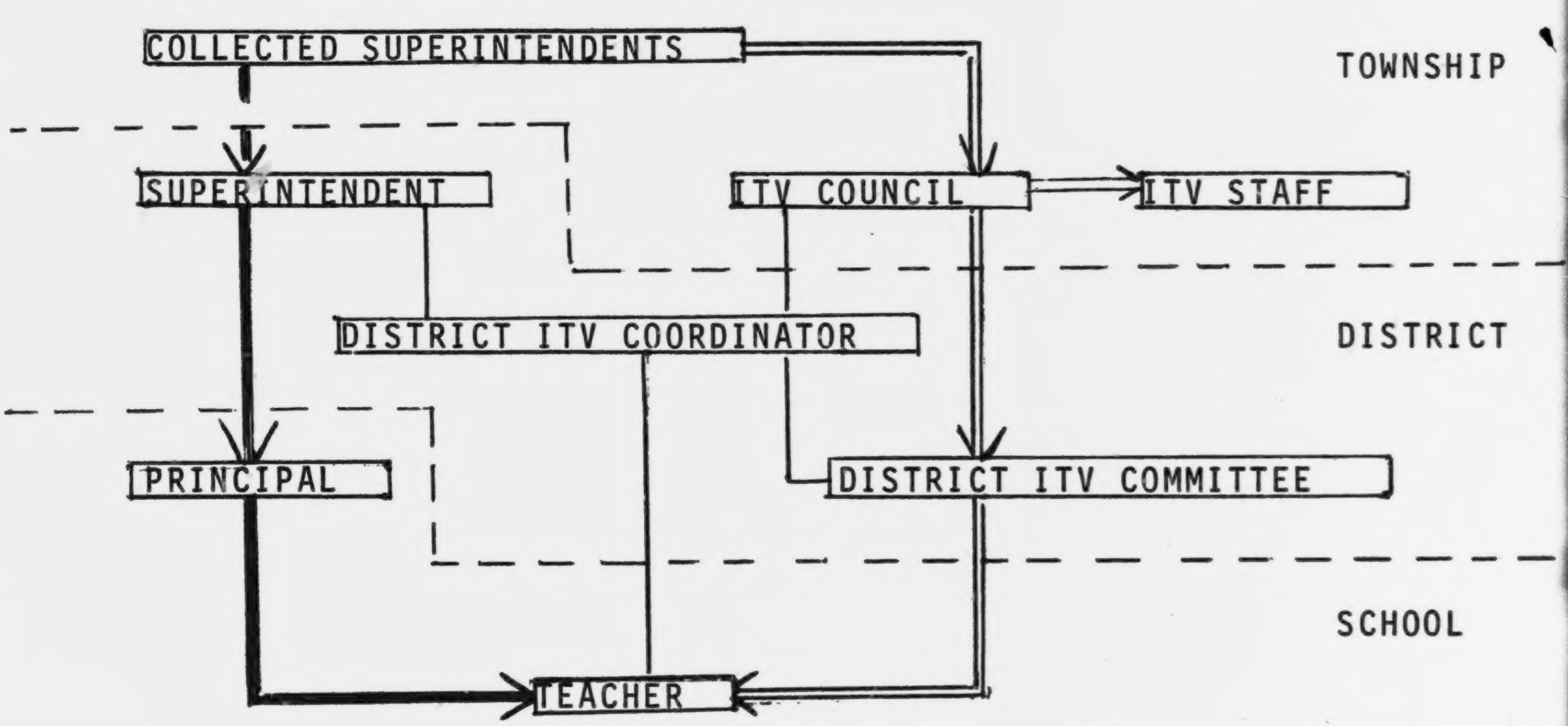
PART 2: ORGANIZATION

Administrative Channels

Theoretically the direction of ITV affairs descends from the collective Superintendents through the ITV Council to the District Committees and then to the individual teachers in their various schools, the ITV staff being a branch off to the side at the Council level, with the ITV Coordinator acting as the Council's Executive Secretary. (See Table XIX.) However, the effective chain of command passes from the collective Superintendents through their individual staffs to Principals, perhaps to Department Heads, and then to the teachers in their separate classrooms, wholly by-passing the ITV Council and the ITV District Committees. Whatever gets done, therefore, gets done by passing back up the chain of command from the ITV Council to the Superintendents and then down the traditional pipeline, and this fact has a tendency to isolate the ITV staff from direct access to administration. However, this organizational weakness is not clear cut, for the Superintendents of the smaller systems sit on the ITV Council, play an active part in their own District ITV Committees, and even operate almost as their own Principals, so that in their cases the two channels fuse into one.

Table XIX

THE ADMINISTRATIVE CHANNELS OF THE NEW TRIER TOWNSHIP ITV PROGRAM.


COLLECTED SUPERINTENDENTS
TOWNSHIP
SUPERINTENDENT
ITV COUNCIL
ITV STAFF
DISTRICT ITV COORDINATOR
DISTRICT
PRINCIPAL
DISTRICT ITV COMMITTEE
SCHOOL
TEACHER

The regular administrative channel for each district is from the superintendent through the principal to the teacher. Although they meet together formally, the collected superintendents have no direct, binding authority on the individual districts.

The Council-Committee administrative channel passes from the collected superintendents to the ITV Council, the District ITV Committee, and then the teacher. Each superintendent has an individual voice in the ITV Council. The collected superintendents have authority only over the ITV Staff, whose budget they control. They have no authority over the District ITV Coordinators, District ITV Committees, or individual teacher.

The District ITV Coordinator is a member of what might be called the superintendent's special staff. As such, he helps to represent the superintendent on the Council, the Committee, and directly to the teacher.

4

Superintendents And Principals

After the teachers at New Trier, the Superintendents and Principals are the key figures in the utilization of ITV. Behind the Superintendents, of course, stand the Boards and communities, but their influence is generalized, and they limit more than direct. What they want is prestige for the community, educational quality, and a sober fiscal program. Within broad limits, the operational policies and strategies are left to the professional administrators.

In a pragmatic sense, the Superintendents are the innovators. It is they who control the organization and functional goals of the system, and, except at the limits of policy, only they are authorized to undertake reorganization. Thus, if they fail to go along with a new idea, or even to press its acceptance, it will probably fail. And it is precisely in those districts of the New Trier Township where the Superintendents are the least enthusiastic, that the success of instructional television seems the most doubtful, for since they do not press the issue, their Principals do not feel called upon to do so.

If the Superintendent is the innovator, it is the Principal who makes the innovation work. Only he among the full administrators is in a position to know what is really going on in the classroom. It is he who allocates the resources, develops the schedules, and makes the assignments. And it is his responsibility to evaluate the teachers and to "discipline" them by using the many small rewards and punishments he controls. At the same time, it is he, and not the Superintendent, who must bear the direct brunt of teacher dissatisfaction, just as it is the Superintendent who must absorb most of the pressures from the public.

In all but the smallest of the elementary districts the investigator was accompanied in his visit to the classrooms by a Principal or Assistant Principal, and in every case but one these people, though quite apparently enthusiastic and competent in their jobs, were clearly on the fence where ITV was concerned. In fact, one was mildly against ITV, emphasizing that instructional television might have more bearing in less advantaged school systems, while a second was willing to let the teachers "get it off their chests," without herself offering any counterarguments to their dissatisfaction. The single exception was Mrs. Baxter at Skokie, where ITV is in full daily utilization.

Under the circumstances, utilization was not pressed in most of the districts: little was coming down through the regular administrative channels, and communication by way of the ITV Council and District ITV Committees lacked sufficient authority.

The District ITV Coordinator

At the Zion Conference it was agreed that an ITV Coordinator should be employed in each district. However, only Glencoe had a full-time position in April of 1968; Wilmette had a part-time Coordinator, Winnetka was soon to get one, and the rest of the districts were still thinking about it.

The District ITV Coordinator at Glencoe was Mary Woolfington, whose Township program, Your World and You, was one of the three of four series genuinely appreciated in the elementary schools. Everyone, from the Assistant Superintendent down, agreed that her work in the District was transforming the ITV situation.

> "The teachers knew that they could call up New Trier for requests, or when things went wrong," said one of the Glencoe Principals, "but they wouldn't do it. Now they call up Mary, who calls up New Trier. Mary gets lots more out of the people up there. Could anyone else--someone from the outside who didn't know the teachers, and whose personality was not as appealing to them as Mary's--have done so much?"

In a small paper called, "A Progress Report on the Duties of a District ITV Coordinator", Miss Woolfington listed her coordination chores as the following:

> "A. Utilization of Materials.
>
> 1. Getting all the schedules and the materials into the teachers' hands in time for their weekly plans. This requires picking up at New Trier and delivering them to the schools personally.
> 2. Publishing a weekly bulletin which goes out Monday morning that capsules the schedules for the week (as simplified as possible).
> 3. Sending individual notes to teachers so that they become aware of what programs are available for a particular subject. Advising them of the tape, time and channel.

4. Most important, going to the individual teacher and discussing how she is using TV--getting the reactions of the children and hearing about any problems with the programs or equipment. The teacher doesn't always have time to write them down and forward to me. Sometimes a personal explanation of the difficulty involved and what is being done to correct it, helps her understanding of the entire operation.

B. Service.

1. Check out and keep lists of the buildings and room numbers of where the jacks and sets are located. Also where the main switches are in each building.

2. Put current schedules up on office and lounge bulletin boards. Also keep schedules and film previews attached to television sets along with evaluation forms. This will save the teachers' time.

3. Check the sets and call New Trier for service if any are inoperable. Be sure to let the Principal or person involved with the set know immediately when it has been fixed, so he or she can plan accordingly.

4. Teachers call me for specific playbacks on particular programs. When I call New Trier and the time is confirmed, I write notes immediately to the teacher, so she can plan accordingly. This might be called our own dial X approach, in that New Trier can service individual playbacks for specific teachers."

Miss Woolfington also mentioned regularly attending both the ITV Council meetings and the ITV District Committee meetings, where she acted as Chairman, maintaining a constant liaison between the two bodies.

The role of District ITV Coordinator is an attempt to solve the basic ITV organizational problem. As a specific supervisory role in the District chain of command, it acquires authority delegated from the Superintendent and carries that authority from the District level directly and personally into the individual classroom. Moreover, the authority is salutary, from the teacher's point of view, because it comes less to impose than to expedite--to connect the classroom with the studio amicably and efficiently. The role also activates the parallel channel from the Council through the District Committees by bringing to it the administrative force of a fully defined and recognized professional position.

The ITV Council Meeting

However, despite the effectiveness of the ITV Coordinator, the Council-Committee channel remains organizationally weak. This is because the Superintendents have delegated to the Council the responsibility for making ITV decisions without giving them the authority to enforce such decisions. Each measure must still go back up to the Superintendents, and then down through the individual District administrative channels on the other side. Thus, at the April, 1968, ITV Council meeting, the representative from Glencoe spoke highly of what Mary Woolfington was doing with ITV utilization. "But I don't think we get much out of this relationship here," he added. "You get more out of doing it in your own district."

Almost the whole of that April meeting was concerned with the inability of the Council to speak for the Superintendents. It was not a true Township organization, but a collection of separate district representatives, like the Superintendents themselves. It, therefore, had no institutionalized right to speak for the Township; the best it could do was to support negotiations between the several districts, but every item in such negotiations had to wait for approval from above.

In theory, at least, the difficulty might have been obviated, had Mr. Pirsein been willing to accept full responsibility for programming--working, that is, not under the ITV Council, but over it, and directly under the Superintendents. For Mr. Pirsein, like Mr. Spatafora, commanded a true Township organization, bound only to the whole, and not to the separate district policies. This was, in fact, so "natural" a solution that it regularly presented itself, until Mr. Pirsein felt driven into a corner and compelled to call for the Zion Conference.

Mr. Pirsein had steadfastly refused the responsibility for making educational decisions--for determining, that is, the content of the programs to be produced and the program content to be utilized--because to have accepted such a responsibility would have been to have gainsaid the very philosophy which had introduced the system--namely, the involvement and primacy of instructional personnel in the ITV program. (It would also have made "television" accountable for the initial developmental failures.) A solution to the problem had been sought, therefore, in referring content questions to the collected

Curriculum Directors of the Township, but this had simply displaced it from one non-Township committee to another. And so a second solution was called for--time and time again--in the selection of ITV Curriculum Directors to head up various areas of the Township ITV Program, as Jack Spatafora was heading up the Township's program for Social Studies, and it was this sort of solution that was actually proposed in the Title III application. However, that application was turned down, and some of the districts, already pressed by the cost of a program which seemed to be yielding almost nothing, were reluctant to commit yet more money to staff.

The Organization of Production

From the standpoint of utilization, the failure of the Council-Committee structure was probably of little importance. To be effective, utilization probably had to be pushed through normal administrative channels. But production at New Trier was committed to a kind of teacher involvement in which programs begin at the bottom of the educational hierarchy and develop upwards through school, district, and Township to a final stage in the studio, and this upward development was a kind of process to which the normal administrative channels were little suited. The Council-Committee channel had been specifically designed to accommodate it; abandoning that channel would seem tantamount to abandoning teacher participation in the determination of content.

The idea had been to induce a body of instructional television programming from the experience of the teachers and then to feed this programming back to them from above, their utilization being assured by the fact that the system had been essentially of their own making. But the success of such an inductive process necessitates the judicious application of critical standards in order to weed out, coordinate, and discipline the developing programs, and how such standards were to be brought into play without reimposing the regular educational hierarchy was the problem. The failure to solve it had all but brought the ITV program to its knees during the first year by glutting the system with a surfeit of unrelated requests too numerous to produce and of questionable intrinsic value.

> "In the High School District, even more than in the elementary districts, we still have no other way of initiating production than through teacher requests," said an administrator, "and I think this is too bad. We discussed this in our committee meeting last night. I have been trying, as Chairman of the District Committee, to encourage it to take a more aggressive position, but the Committee's been reluctant to do so, probably for a good strategic reason, in that the high school teachers, even more than the elementary teachers, are very sceptical about TV. And they are very sceptical about administrator curriculum planning.
>
> "The Committee's feelings have been for the past year and a half that we wanted to encourage teachers to submit ideas, and the Committee was approving almost every idea that came in, which gave an almost impossible production schedule to the people upstairs. But they felt that this was a way of building up enthusiasm and interest. It means, of course, that you have a lot of random program requests, without any real direction..."

After the first year, two distinct steps were taken to bring program production into some kind of order. At the Zion Conference the ITV staff were given the directive to emphasize production quality and the power to set overall limits upon production quantity. At the same time, the Township Social Studies program was given priority, thus solving in part the problem of specifying content by passing it on to Jack Spatafora.

But even before the Conference, a new and more rigorous operating procedure had been formulated for the generation of local programming. Its seven steps, briefly mentioned earlier, were specified in the Title III application as follows:

> "Step I - Submission of an idea or request.
>
> This idea or request can come from any source-teacher, administrator, counselor, or community. It is presented on a form prepared for this purpose to the appropriate District Committee.
>
> Step II - Establishment of need and potential use.
>
> Before any further work is done with the idea, an Endorsement Form is sent to teachers in the areas which have relevance to the submitted request. On the basis of their response, the District Committee decides whether there is sufficient need and potential use to proceed to Step III.
>
> Step III - Pre-planning.
>
> Assuming that the response at Step II has been affirmative, intensive planning of the program or series begins with teachers, curriculum specialists, and production specialists assigned to work on the program. As a result of the work in Step III, most frequently a shooting script will be

produced. In some instances, a detailed outline of the program will be more appropriate than an actual script.

Step IV - Program Production Approval.

The shooting script or detailed outline is submitted to the appropriate District Committee for approval. The Committee may approve the program for production; it may return the script or outline for further clarification or elaboration; it may also reject the program at this step as being inappropriate to fulfill the established need.

Step V - Program Production and Preparation of Implementation Materials.

If the District Committee approves production at Step IV, the program becomes the responsibility of the Township Instructional Television Coordinator. He assigns production time, prepares visuals and props, trains and rehearses the on-camera personnel, and supervises the preparation of Teachers' Guides and students materials to be used in connection with the program or series.

Step VI - Program Approval.

Before the program is shown on the air, it must have been viewed and approved by the committee or individuals who participated in the planning of the program, the District Committee which approved the program, and the Curriculum Directors in whose districts the programs will be used.

Step VII - Evaluation and Revision.

The Curriculum Directors of the cooperating districts are responsible for evaluating the effectiveness of the program and implementation materials, and recommending revisions, if necessary, prior to subsequent use.

The writers of the application, Mr. Pirsein and Mr. Greenebaum, stressed, of course, that this general model "must be modified to meet the different sorts of proposals which are submitted to the District Committees."

Step I attempted to liberalize the basis upon which programming could be initiated, but, as was suggested above, the District Committees were reluctant to take advantage of it. Steps IV through VII attempted to set up points of selective judgment inside the Council-Committee structure in order to regulate and coordinate the upward flow of ideas without seeming to impose the traditional administrative will upon the teachers. However, the attempt was not entirely successful, because, first of all, the Curriculum Directors were administrators, the Council was dominated by administrators, and some of the Committees are under strong administrator influence; while secondly, nothing these people did was really binding unless it was approved by the Superintendents. In short, there was no vehicle within the Township structure by which the teachers could really make programming decisions. Even where they were wholly responsible for production, the decision to utilize was administrative and belonged to the Superintendent. Furthermore, the rational use of that decision inevitably involved applying it as far down in the production process as possible, in order to maximize returns on the allocation of resources.

Thus, the Council-Committee structure was weak. It failed in its primary function, which was to make the teacher paramount in production. But even had it been strong, it is doubtful that its function could have been realized, for the teachers simply did not have the resources to make a success of Step III and to play a successful part in Step V.

> "It was stated again and again," said one of the ITV Council members, "that the teachers would at all times be participating in the development of the programming and would control its use. But I don't think the implications were ever considered. And so we have this commitment. Nobody then realized what kinds of time are involved in producing a good ten minute TV tape of any sort..."

PART 3: PRODUCTION

Of the more than 200 programs that were being processed in the Township by mid-Summer, 1966, few were to be finished, and most of these would have a limited life span. About 3/4 of the items listed in the July, 1967, catalogue were subsequently deleted, while very few of the 79 program titles contained in the catalogue for September, 1967, would be put on the air in 1968. The reason for this low yield is clear: the work of program production had to be done largely by teachers, and teachers had neither the necessary training nor the time.

> "I did a series of seven tapes myself," said Mike Greenebaum,"...and I was just amazed. These were very simple from a production point of view. I had a few visuals, a blackboard, a few statuettes, etc., but to do a fifteen minute program would take us four hours. And I was not satisfied

> with the results, and the production people weren't satisfied either. Now that the production people are more skilled, production more sophisticated, we've still got to multiply by eight simply for production, without speaking of the time that has to go into pre-planning, which is almost impossible to figure. Now how do you get this time? Well, on paper you can say *release time*, but in a system as complex as this one, that doesn't work out to be a simple thing. It's not feasible to release a teacher from two hours of classes and to bring a substitute in, because teachers hate to be out of their classes for this length of time. The extra time it takes them to recover from what the substitute did so often bigger. So we have not found a way of utilizing teacher time satisfactorily.
>
> "The stipends they get for *extra* time make it look feasible on paper, but *extra* time just doesn't exist. The most creative teachers--who are the ones we want on TV--just don't have the sort of time we're talking about on top of their regular schedules. We have a pair of teachers now--a social studies teacher and an art teacher--who are developing a marvelous program on Persian art, utilizing materials from the Oriental Institute at the University of Chicago. This program was one of the first we approved, a year and a half ago, and I wouldn't be able to start counting up the hours that these two people put on it..."

Both teachers were interviewed by the researcher and found to be discouraged. They had envisioned a real documentary, with film clips of dramatic action and the camera panning smoothly across the graphic scenes; now they are talking simply about a few visuals and a regular classroom presentation. Each teacher had spent all sorts of outside time in preparation. One, for example, had read eight books, spent four or five hours taking notes, ten or twelve doing slides, made five trips to the Oriental Institute, passed a day there trying to figure out what to do, spent a full day consulting with an expert, etc. Four or five faculty members were involved during each day of taping at the Oriental Institute, and almost four more-than-half days were needed just to set up in the studio.

On top of all this, the actual taping itself was far from satisfactory. The teachers felt frustrated by the limitations of the studio and claimed that they had not been given adequate aid in getting things straight. The staff, on the other hand, felt that the teachers were not as cooperative as they might have been in accepting the inevitable limitations and making the best of them.

The Title III Proposal

> "We saw summer time as a way out of these difficulties," said Mr. Greenebaum. "We saw that one solution would be to use the summer for intensive production, but we won't be able to do this now that the Title III application has been turned down. But it makes sense to me to think that this is how we should work, because here you have large blocks of time. If you can pay teachers willing to do the work, they ought to be able to do a good job. Then you can give release time and stipends through the year for pre-planning to get things up to production."

The Title III Proposal was to have two phases, "one to be carried out during the summer of 1968 and the other to be carried out during the school year of 1968-69.

> 1. Summer, 1968
>
> During the summer of 1968 we propose to conduct an eight-week workshop for thirty teachers, curriculum specialists and production specialists from the cooperating school districts. The production specialists will be drawn from those teachers who received training during the summer of 1967... The other participants will not necessarily have had prior experience with Instructional Television but will be selected on the basis of their expertise in the subject areas approved by the curriculum directors and District Committees for production. It is impossible as of this writing to anticipate precisely what these areas will be, but discussions in the District Committees are currently focusing on Social Studies, elementary science, and sex education as possible areas for concentration during the summer of 1968.

> Particular emphasis during the summer will be given to those programs in which the planning and production phases can best be accomplished concurrently. Our experience has shown that this procedure will be most effective in those programs requiring elaborate production with minimal prior scripting. Science experiments would fall in this category, as would dramatic presentations, interviews, and demonstrations. While we do not intend to limit summer activities to these types of programs, we feel that they can be most effectively and efficiently prepared under the conditions which prevail during the free summer months.

The second part of the program would have provided stipends and release time during the school year, and the total expenditures for teaching personnel to be funded under the grant were to be as follows:

30 teachers (summer)	Full time	$1600/teacher	$48000
28/5ths teachers	Part time	2000/1/5	56000
15/2s teachers	Part time	4000/1/2	60000
500 teacher days of released time	Part time	25/day	12500
stipends for 1500 teacher hours beyond released time	Part time	5/hour	7500
	Total cost for teachers		$184000

The denial of the Title III application was a blow to the ITV program. None of the districts was prepared to provide the necessary funding out of its own resources, yet most of them felt that utilization had to increase in order to justify the expenditures being made. But increasing utilization meant providing more and better programs.

> "If they could go back three years," said one of the people involved, speaking of the district administrators, "they'd erase the whole thing and forget it, because they're getting a lot of feedback from the community. For example, a member of the Board of Education asked one day, 'Now, what have you been doing for your money out here that we can really see? How much bang for the buck have we really got?'

> "We're spending, I would guess," said another, "somewhere between 3 and 4 dollars per pupil in the county on ITV, which is a fairly expensive item (we spend about 5 1/2 dollars per pupil in libraries)--so in terms of our total budget, it's costly, and people have been asking, 'Is it justifiable?'"

One of the principal topics of discussion at the April, 1968, ITV Council meeting was how to get more programs so as to quell this rising dissatisfaction.

> "For $5,000," asked one member, "could we do more in buying than in local production? Should we minimize local production and maximize purchase?"

> "We felt the national producer wouldn't be able to satisfy our area needs," another answered.

> "It's not a question of either-or," said a third; "the Social Studies program proved we have meaningfulness here."

> "Perhaps," suggested Mr. Pirsein, "we ought to group the money from the little projects on a few key projects worked during the summer."

> "But is there too much time being spent on Social Studies?" asked a Superintendent in attendance. "Are the people in other areas unhappy?"

> "I am very pleased with Jack Spatafora," said an Assistant Superintendent, "but I don't think we can keep adding Jacks. And I don't like this continual fragmentation of subject matter."

> "We don't want to hire large numbers of people," said the Superintendent. "Our District's budget next year is $20-25,000. Jack's is over $30,000. Can't you zero in on another area of something to show dividends? It doesn't have to be a subject area. It might be inservice training."

Neither agreement nor conclusion was reached in this discussion, and the group determined to bring the matter before the collected Superintendents.

Production During The 1967-68 School Year

According to Mr. Pirsein, the following productions would be completed by the end of the 1967-68 school year:

A series of three programs in testing.
Seven programs in language arts.
Five programs in computer programming (associated with SRA computer in N.Y.).
Three programs in sex education.
One program in actuarial science.
Four programs for High School Science.
Two programs for the Counselling Department of the High School.
Ten programs in the history of various of the local communities.
Thirty-two programs for Your World And You.
Thirty-two programs for Focus.

One hundred and fifty programs for the Township Social Studies Coordinator.

About twenty-five miscellaneous programs.

This makes a total of 274 programs, or more than one each school day of the production period, and over half of them were produced for Jack Spatafora. Portions of all of these programs were made in the studio, but about fifty to seventy-five percent of the production was remote. (The total does not include syndicated tapes and films shown over the network.)

The Focus On The Township Social Studies Program

> "I have used TV catch as catch can," said the Township Social Studies Coordinator. "My background has been educational film making, and I've written for commercial TV. Bob Pirsein gave my office the green light, and we began to do three kinds of shows."

The three kinds of shows were described by Mr. Spatafora in the New Trier Township Social Studies Monthly as:

> "In-service programs featuring eminent scholars such as B.F. Skinner (Harvard), John Culkin (Fordham), Dick Brown (Amherst), Robert Havighurst (Chicago), and Clyde Cohn (Iowa).
>
> "Classroom programs, featuring award-winning television documentaries such as ABC's Saga of Western Man, NBC's Twisted Cross, and CBS' 16 in Webster Groves.

> "Enrichment programs offering the teacher a dimension to social studies not otherwise available to the classroom such as folk-singer Jo Mapes' study of Protest Music in American Life, an interview with comedian Bob Newhart on Political Satire in American Life, and unique film shorts like The Hat."

It is evident from this description that the Social Studies programs make intensive use of materials procured from outside the Township--films, videotapes, and interviews which, if they require extensive staff and outside work, nevertheless bring a maximum return for the staff investment made, and put a minimum of pressure on the limited local studio facilities. Moreover, since Mr. Spatafora is specifically employed as a curriculum coordinator, there is no argument concerning his right to determine content in the materials generated. This does not mean that he disregards the feelings of the teachers. Quite to the contrary, he works directly and constantly with teacher involvement:

> "A 29-member Task Force has been created from among the 25 buildings," said the April Social Studies Monthly. "Meeting twice a month, it has acted as an advisory body to this office and hopefully as a means through which to remain in touch with the grass-roots concerns of our teaching staffs. It has also provided such services as previewing 150 current educational films in order to provide Township A-V offices with annotated listings."

The Reduction Of Direct Teacher Participation In Production

With increasing emphasis, on the one hand, being put upon syndicated series and the Social Studies program, and with the rejection of the Title III application, on the other, it seems probable that the participation of teachers in the production of programming at New Trier will diminish. However, that this will destroy the teachers' sense of involvement with ITV is not at all clear. The school visits revealed that few teachers had felt such an involvement in the first place and that, more often than not, they preferred non-teacher produced programs brought in from the outside. In fact, a great many of them expressed the opinion that most teachers lack both the knowledge and the talent necessary to the production of good ITV. For that matter, the pattern of film use in the High School suggests that utilization does not depend upon direct teacher involvement even in the selection of programming, let alone its production. The two important things seem to be, first, that utilization not be mandatory, and, second, that previewing and selection be done by people in regular contact with the teachers on a peer group basis and recognized by them as competent judges, conscious of classroom needs and having the teacher's interests at heart.

IV

THE ANALYSIS OF PROBLEMS IN THE NEW TRIER TOWNSHIP ITV PROGRAM.

The Strategy of Involvement

> "I think the initial emphasis upon what we're calling enrichment, or planned insertion programming was a way of reassuring the teachers," said an administrator. "This was five years ago, and you will recall that there was a great push on the part of manufacturers for teaching machines, and teachers in general were panicky that they were going to be replaced-- there was almost a national concern about this. And so it was stated again and again that this would not in any way assume direct instructional proportions, that this was purely an enrichment device and that the teachers would at all times be participating in the development of the programming and would control its use. But I don't think that the implications of all this were ever considered, and so we have this commitment."

The commitment meant that teachers had to be induced, not commanded, to use ITV, and before long everyone began to assume that this meant involving them in the production of programs.

> "A large number of teachers," said one of the Superintendents, "must see themselves on video-tape-- as soon as possible! They must have the experience of working with the medium, and must be given an opportunity to experiment with it."

The idea behind this was that, as ITV producers, the teachers would have a vested interest in ITV utilization. However, such was clearly not the case. Except for Mary Woolfington's Your World and You, all of the most utilized programs came from the outside or were produced by Jack Spatafora. The reason was simple: the teacher-produced programs were largely of low quality. In short, whether or not the teachers used ITV depended less on who had produced the programs than on how well the producer had done his job. It was, of course, necessary to let the teachers make the discrimination--to let them decide whether or not a given program had the quality, and the relevance, to be useful at a given time in a given classroom. It was not using someone else's materials, but rather being told what to use and what not to use that offended the teachers and provoked their resistance, something which had been underlined in the failure of the first Township Social Studies project.

> "I don't know whether you're familiar with this area," said one of the people concerned, "with their philosophy, and with the way they've taught for years. They're very independent, very jealous--and rightfully so--of a very fine system. And, as a result of this, to have come in the very first year and said, 'We're going to transmit courses by TV'--well, the transmitter would have been chopped down that night."

> "It's difficult to get teachers to use outside, canned programs," said another, "because we have a tradition of teacher autonomy. Every course is taught in as many different ways as there are teachers. ...If we could get the copyright law changed so that a teacher could take things off the air as needed and wanted, that might help. With an immense and varied library of tapes, it might become a little like the situation with books, with teachers choosing an assortment to meet their needs... ."

This matter of textbooks is particularly germane, because both at New Trier and elsewhere teachers make extensive use of textbooks in the writing of which they have played no part, yet they seldom feel bound by their dependence upon these books unless they are compelled to use them "by the numbers." Similarly, the Social Studies teachers in the New Trier High Schools make much use of canned audiovisual materials they have not even themselves individually selected. What seems to be important is that they are not required to use such materials. In short, what they want is the right to utilize and interpret instructional materials as they see it; that they are deserving of this right is suggested by the very words the administrators of the New Trier districts use in addressing them.

> "Do you have a firm grasp of the subject you wish to teach and the inclination to broaden and deepen your scholarship?"
>
> "Are you convinced that this subject is important to young people?"
>
> "Do you have imagination and initiative?"
>
> "Are you able to maintain a steady conviction and a determined drive in putting your ideas into practice?"
>
> "Would you like to work in a suburban community that believes in education, respects teachers, expects much of them, and rewards them well?"
>
> "If you have the qualities of which excellent teachers are made New Trier is interested in you. ... "
>
> "It is perhaps superfluous to say that every teacher is expected to be an easy master of his subject and to continue to grow intellectually as well as professionally throughout his teaching career."

These are among the questions and statements put to prospective teachers on pages 3 and 12 of a brochure entitled "Invitation to Excellence," printed for the New Trier Township High School District. According to this same booklet. "The faculty consists of over 350 certificated members, of whom about 78% have the master's degree and at present 12 have the doctor's degree."

In such school systems it is the involvement of the individual teacher which must be secured. For example, getting some-- or even all-- Social Studies teachers to agree on what ought to go into a TV series for their classrooms would never be taken by any one of them as a commitment to accept the individual programs produced in accordance with that agreement. Each would reserve the right to pass on the quality and relevance of the finished product.

And so the strategy of involving the teachers in production failed at New Trier, and it wasted resources on low quality programs later little utilized, thus generating disappointments and dissatisfactions among the teachers involved. It also scattered investments over so many curricular areas that a meaningful ITV purchase on any one of them was impossible. Thirdly, it diverted resources from the purchase of receivers and program packages which might have boosted utilization and forestalled the criticizing of the system for its low yield. Finally, it distracted attention from the very measurement of utilization, from the making of evaluations, and from the design of instructional aids for better use of the medium by the teacher.

A Utilization Program

It is impossible to determine in retrospect what would have happened had the principal effort been put into utilization instead of into production. There is little doubt that a massive administrative descent upon the classroom would have been a disaster in professional relations. The policy of letting the individual teacher determine whether or not to make use of ITV seems to have been unavoidable. But voluntary utilization is a risky business. Good teachers are busy people. Their lesson plans always contain more than they have time for, and so they tend to neglect what might be worth doing for what they feel must be done. When this is the case, the new, the problematical, and the difficult-to-use get put to one side.

It seems probable, therefore, that more utilization would have been achieved in the Township if more emphasis had been placed upon expediting things for the individual classroom teacher. In fact, this is what is being done now with the District ITV Coordinator, who serves as a circulating consultant, facilitating the teacher's liaison with the ITV Staff and expediting his adaptation to the Township program. Through personal contact with the teacher, direct familiarity with the latter's classroom problems, and intimate knowledge of what is available to draw upon, he is able to minimize the difficulties and maximize the motivations. His function, in fact, is somewhat similar to that of Mrs. Dodge, working with films at the High School.

District ITV Coordinators might have been looked for at the beginning among the most popular and competent teachers of the districts. Then they could have been provided with a stock of high quality canned programs "to sell," each such program being backed up with associated instructional materials thoroughly understood by the coordinator and easy for the teacher to use.

Organization of the Township ITV System

All of this is hindsight, and the people at New Trier are well aware of the points mentioned here. For that matter, some of the difficulties were anticipated in the beginning, but they just emerged and grew anyway. Production was not unduly stressed in the beginning. Mr. Pirsein's initial emphasis was upon public relations--upon making the communities, the parents, the Boards, the administrators, and the teachers familiar with the New Trier Township ITV philosophy, so that irrelevant expectations and false anxieties might be stopped at the start. At the same time, he planned the earlier workshops to stress utilization. And, although it was a part of his policy to involve the teachers in production, he had no idea how elaborate and difficult that involvement would become. Moreover, there was another reason besides involvement for bringing the teachers into production: The ITV staff was so limited and burdened that without the students and teachers to help, there would have been no production.

But it was not simply the teachers who presented a problem. To a very large extent the early ITV program at New Trier was frustrated by the absence of precisely that quality it was designed to produce--Township unity. The ITV Council was not a Township organization, but one made up of the seven autonomous Districts, each of which could be positively committed only by its Superintendent and its Board. The Council, therefore, was without authority, while the several Superintendents were so distracted by other matters that they simply could not give ITV the attention it deserved. Only Mr. Pirsein, as the ITV Coordinator, was specifically designated to speak for the Township as a whole, but his mandate did not extend to the determination of content, and he steadfastly refused to make content decisions that might have incurred upon the authority of curriculum people and compromised the program. At long last, the collected Superintendents were to rule definitively that there should be a concentration upon the Township Social Studies program, while Mr. Pirsein was given the power to say how much production time would be left over for other things. He was also granted the right to screen studio talent in order to bring control into production quality. As a result of these decisions, content for most of the Township production effort was placed in the hands of Mr. Spatafora, who, like Mr. Pirsein, was a Township employee, but, unlike him, felt himself free to make content judgments.

Thus, the entire Committee-Council structure for carrying content determination up from the teachers was finally truncated at almost the highest administrative level.

Both the Committees and the Council had been unable to cull and edit the stream of teacher suggested programs, the first because teachers could not be brought to sit in judgement on their peers, and the second because the seven autonomous districts simply could not get together. In each case, the failure can surely be traced to the fact that there was no established right to make such decisions. At the Committee level, it would have been necessary to back them up with regular administrative authority, which would have quickly subverted the ostensible teacher self-determination; while at the Council level, such decisions might have been unilaterally disregarded at any time by any one of the Superintendents. Neither the Committees nor the Council could determine production content, because neither had the legal right to do so, whereas Mr. Spatafora was empowered with that right by the collected boards.

The Production Program

What this points up in particular is the independence of content determination in terms of utilization from content determination in terms of production. The former is almost always in the hands of the teachers, legitimately or illegitimately, because they control the situation in which utilization takes place. The latter is almost always in the hands of administrators, because they control the resources with which production is accomplished.

The weakness of teacher determined production is indirectly suggested in the New Trier Township Title III application:

"If one examines closely the development of programming in the large scale systems as well as that programming intended for national distribution, a relatively clear approach is evident:

1. An idea or a concept for a series of programs in a curricular area occurs usually at an administrative level but based upon some expressed need.

2. Curriculum consultants, Directors, and like personnel develop this idea.

3. A single Consultant or a select group of Consultants are hired or assigned (most often full-time) to develop scripting, initial visualization, etc.

4. A 'TV Teacher' is hired following try-outs, or certain teachers, on a contractual basis, are designated 'TV Teachers.'

5. The program or program series is produced.

"However, while excellent programming can result from such a plan, its validity can be questioned when applied to a local or relatively small numbers of personnel to effect the type of production as noted above but who, working on the local level, can and must effect ITV programming to meet its own particular needs and desires.

"New Trier, in the proposal, does not state that the 'large-scale' production and curricular approach as mentioned earlier is wrong. On the contrary, much worthwhile programming has been produced in this way, and this type of developmental model can be effective given certain circumstances.

"What New Trier does propose in this application is that nowhere to its knowledge has a systematic plan been developed for efficient local curricular development of ITV programming."

What the application offers as a systematic plan for efficient local curricular development of ITV programming is in essence the revised Committee-Council procedure supported by summer stipends and release time. Had the application been granted, a really definitive test might have been made of the Committee-Council idea, yielding either modifications sufficient to make it genuinely operable, or some real insight into the teacher involvement problem. However, it is necessary to point out that what the Township has fallen back upon since rejection of the application is essentially the formula outlined above for large scale production systems. That is, there is a tendency at New Trier for ITV production to establish itself in its own right independently of the classroom teacher, except insofar as the latter acts as a consumer whose taste the material to be produced must satisfy. In short, the Township is "diversifying" into a second educational industry-- the generation of instructional materials. And one must point out that the tendency to such a diversification has been going on there at least since the coming of Washburne, some fifty years ago, to Winnetka.

There is certainly no reason why such diversification should not take place. As one of the foremost centers of education in the United States, New Trier Township is ideally suited to providing the guidance and test base such an enterprise should have. But it must be pointed out that the production program does not seem necessary to the local success of ITV. It might itself work production wonders without automatically generating utilization in the classroom, or it might fail miserably without necessarily depressing such utilization, provided, of course, that quality programming were available from elsewhere. These points are suggested by the actual patterns of utilization as New Trier, as small as those patterns still are.

Summary

Instructional television was introduced into the New Trier Township system both to take advantage of FCC offerings in the 2500 MH ITFS and to help unify the seven autonomous districts. However, the quality of the local teaching staff and the philosophy of education established in New Trier led to a support and enrichment policy, with the decision to utilize or not to utilize ITV left up to the individual teacher in his classroom. Moreover, teacher resistance was anticipated--and quickly realized in the case of the high school teachers, whose crystallizing professional organization was oriented against ITV on the grounds of its competition for funding with teachers' salaries--so that a program of teacher involvement was felt to be necessary.

Partly by calculation and partly by happenstance, this program of involvement came to be focused upon production, with the programming being suggested, written, and even produced by the teachers themselves. And it failed, in part because the teachers had neither the knowledge nor the time to make it succeed, in part because it led to a fragmentation of the ITV curriculum into disjointed segments of low quality, but mostly because it did not lead to the kind of involvement calculated--namely, to an involvement that would have assured utilization in the classroom. Utilization depended, not upon the teacher's role in some curricular program writing committee, but upon his agreement that specific programs were both relevant to his lesson plans, of the necessary instructional quality, and capable of being integrated into his normal classroom procedures without a degree of effort he was either unable or unwilling to generate.

Gradually it has become apparent in the New Trier system that the relatively greater emphasis upon production tended to distract attention from the promotion of utilization, and there has been a continuous readjustment, progressively concentrating production in the hands of professionals, while at the same time bringing more good programming in from the outside and developing District ITV Coordinators to promote utilization. Within this same developmental trend, it has become apparent that the Committee-Council structure which was to serve as a parallel administrative channel for bringing teacher participation up from the grass roots to the Township level simply does not work, because the decisions that were to be made within it were the same old administrative decisions and belonged both de jure and de facto to the regular and established administrative channels. Effectiveness has been found instead in the role of the District ITV Coordinator, who, as a representative of the Superintendent, is delegated to bring the services of the latter directly to the individual teacher, thus putting the two into almost immediate liaison with respect to ITV.

Considering the extraordinarily short history of New Trier Township ITV, both the progress and responsiveness of the system seem remarkable, a fact due no doubt in large part to the intrinsic quality and sophistication of the educational and administrative environment involved. Certainly, even were ITV to fail at New Trier-- which hardly seems likely-- its value as a sort of institutional X-ray for analyzing the organizational structure of the local school systems would have more than paid for its troubles and costs.